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The Committee on Specialized Personnel of the U.S. Department of Labor created a Subcommittee on Career Guidance to Explore problems, needs, and opportunities in guidance as these relate to the development and utilization of individuals who contribute to our society through their specialized competencies. The goals of the subcommittee have been to explore relevant facts and informed opinions, to formulate recommendations for action, and to stimulate dialogue from which choices for policies and programs must continually derive. The report of the subcommittee is divided into several sections: (1) the nature of our concern, (2) the challenge to guidance, (3) counselors in the guidance process, (4) improving guidance practice, and (5) making the world of work more meaningful. (BP)

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Career Guidance

A REPORT OF THE SUBCOMMITTEE ON CAREER GUIDANCE OF THE COMMITTEE ON SPECIALIZED PERSONNEL

CG 003 023

U.S. DEPARTMENT OF LABOR • MANPOWER ADMINISTRATION • JUNE 1967

MANPOWER ADMINISTRATION
Office of Manpower Policy, Evaluation, and Research
Curtis C. Aller, Director

Career Guidance

A report of the

SUBCOMMITTEE ON CAREER GUIDANCE

of the

COMMITTEE ON SPECIALIZED PERSONNEL

Prepared for

U.S. DEPARTMENT OF LABOR: W. Willard Wirtz, Secretary

CG 003 023

PREFACE

This report was prepared by the Subcommittee on Career Guidance of the Committee on Specialized Personnel of the United States Department of Labor and is published through the research program of the Office of Manpower Policy, Evaluation, and Research, Manpower Administration. Under its policy of making research findings fully available as soon as possible, the Office of Manpower Policy, Evaluation, and Research is reprinting this report in the form in which it was received from the Subcommittee. The distribution of the report by the Department of Labor does not necessarily imply that the Department accepts the conclusions or recommendations as stated in this report.

FOREWORD

The Committee on Specialized Personnel of the U.S. Department of Labor created in 1964 a Subcommittee on Career Guidance* to explore problems, needs, and opportunities in guidance as these relate to the development and utilization of individuals who contribute to our society through their specialized competencies. The nation's growing need for adequately prepared specialized personnel motivated the study. The Subcommittee's goals have been to explore the relevant facts and informed opinions, to formulate recommendations for action, and to stimulate the dialogue from which choices for policy and programs must continually derive.

The Committee is composed of individuals from a variety of positions and backgrounds relevant to the nation's manpower resources. Its interest in guidance stems from its recognition that this function is an increasingly crucial part of every individual's continuing educational experience in our complex society, and that the proliferation and rapid change of occupational specialities presents a great challenge to effective guidance.

The Committee is not composed of professional counselors, nor is its report addressed solely to the counseling profession. It has made extensive use of the advice and counsel of members of the profession, but its views remain those of an outside body. It is aware that certain terms, notably "counseling" and "career guidance" are subject to rather special usage in the profession. But the Committee's concern has been to improve the entire process by which educational and career related choices are influenced--not just the professional counselor's role--so that the things it has to say have led it to a somewhat different use of the terms. It has, in any case, tried to use the terms consistently, in ways that will communicate with a broad audience. We hope the professional counselor will indulge us this license since our intentions are lofty and, we trust, in his interest and that of his client.

There is no question that a group of professionals who are not counselors may in their attitudes, their approach, even their language, in treating the matter of guidance risk offending some professional counselors. We feel, nevertheless, that a careful view of the guidance process from outside of the counseling profession can make a substantial contribution to the important dialogue on manpower development in which counselors and others are now taking part.

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*Members of the Subcommittee are Felix Robb, President, George Peabody College for Teachers (Chairman), Marvin Adelson, Principal Scientist, System Development Corporation, and Ralph Boynton, Vice President and Director of Training, Bank of America.

The Committee wishes to express its appreciation to Mr. Francis L. Andreen, Jr., an active practitioner in the guidance field, for his work on short-time assignment in Washington gathering information and preparing a basic document.

Special appreciation is due the staff of System Development Corporation, especially Dr. Glenn Johnson, for extensive and invaluable work in preparation of the later drafts. Dr. John Cogswell consulted on current developments in research.

On several occasions, Mr. Arthur Carstens, Administrator of Labor Programs, Institute of Industrial Relations, University of California at Los Angeles, convened a group of persons professionally interested in guidance to discuss problems and ideas with us. The group consisted of Mr. John Anderson, Guidance Counselor, and Miss Mary Roman, Operations Officer, of the Van Nuys Employment Office, California Department of Employment; Miss Vanessa Brown, producer-writer of "Automation and Technology, What Lies Ahead," TV film series under joint sponsorship of USDL and the Institute of Industrial Relations, UCLA; Mrs. Evelyn Carstens, Counselor and Teacher, Granada Hills (California) High School; Mrs. Joan Dix, Section Supervisor, Counseling and Placement, Los Angeles Commercial Office, California Department of Employment; Mrs. Elise Hobden, Admissions Counselor, Office of Admissions, UCLA; Dr. Douglas Pearce, Supervisor, and Mr. Nicholas Seidita, Vocational Counselor, of the Los Angeles City Schools Advisement Service. We are indebted to this group for stimulating our thinking and for injecting working realism into our considerations.

Among those in the Department of Labor to whom we are indebted for help of various kinds, we especially wish to thank the three Chairmen of the Committee on Specialized Personnel, during the period of our work, Drs. Seymour Wolfbein, John Walsh, and Curtis Aller. Mr. Robert Behlow provided indefatigable support as Executive Secretary of the Committee during most of the period of our work. He was succeeded by Dr. Francis Gregory, who gave valuable editorial assistance. Dr. Howard Rosen, Miss Helen Wood, and Mr. Morton Levine, of the Office of Manpower Policy, Evaluation, and Research; Mr. Howard V. Stambler, of the Bureau of Labor Statistics; Mr. Harold Kuptzin and the late Dr. John L. Walker, of the Bureau of Employment Security; and Miss Jean A. Wells, of the Women's Bureau, all generously provided needed consultation.

We received considerable help and comment from members of the Department of Health, Education, and Welfare. We would like to thank especially Mr. Francis Keppel, Assistant Secretary for Education; and Dr. Frank R. Sievers, Chief, Guidance and Personnel Services Branch, Dr. Harold J. Reed, Specialist, Career Development, Mr. Bernard Michael, Program Evaluation Officer, Division of Vocational and Technical Education, and Dr. Walter Arnold, Assistant Commissioner for Vocational and Technical Education, of the U. S. Office of Education.

A number of experts and authorities in the field of counseling provided valuable inputs to us in the course of our study. Among them are Dr. C. Gilbert Wrenn, Chairman of the Panel on Counseling and Selection of the National Manpower Advisory Committee, Dr. Arthur A. Hitchcock, Executive Director of the American Personnel and Guidance Association, and Dr. Frank Noble, of the Psychology Department of the George Peabody College for Teachers.

All of these helpful people are of course absolved of any responsibility for such error or heresy as may have found its way into this document.

The subcommittee worked on this report over a period of more than a year, during which time it devoted considerable effort to study, correspondence, and coordination. We emerged with a greater conviction than we had at the start that career guidance for specialized personnel is crucial to implementing the overall manpower development objectives of the nation. It is our hope that this report will stimulate expanded interest, activity, and investment in the guidance function.

Marvin Adelson

Ralph E. Boynton

Felix C. Robb, Chairman

October 18, 1966

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INTRODUCTION

Work can be viewed as man's aim and end, or as his instrument. Whatever the view, our Nation can no longer afford the vagueness, haphazardness, and error to which individuals are so frequently abandoned in their career choices. The fate and welfare of the United States and its people are now, and for some time will remain, substantially dependent on the effective development, deployment, and use of specialized persons for work in a wide spectrum of occupations. Effective policies are required for the cultivation and employment of the Nation's talent.

We of the Committee believe that the only way to produce enough highly skilled people for effective work in an advanced technological society is to continue to raise the educational level of the whole populace. This will increase the pool from which business, industry, government, the professions, and other branches of the world of work draw talent and will prepare more of our people for the greater rewards available to the better educated.

Our approach to guidance is based on the premise that preparation for careers is not properly separable from the development of whole men. Thus education, training, guidance, employment services, and other factors in the development of individuals must be seen as aspects of a connected process, not as isolated functions to be performed by disparate professions. The facilities must be provided to make this objective something more than a platitude.

The Committee on Specialized Personnel does not aim simply to increase the number of specialized personnel and to find ways for guidance to accomplish the increase. In American society, the aim must be to maximize the freedom of individuals to relate their goals to prospective conditions as they see them. We believe that the opportunities of the future will speak eloquently to each individual if only he can be given an adequate view of it, and of himself in it. To do this, each person must be informed about, understand, and appreciate the variety of factors that are relevant to his choices and actions. He must also have a realistic evaluation of himself and his possibilities of becoming. We must, to the extent possible, remove the informational and motivational obstacles to participation in the specialized work force. Guidance, in serving this function, is not just a remedial service, but an integral part of any meaningful education. Thus, schools and other agencies have an obligation to provide adequate guidance services and to provide them well, that is, using all of the relevant resources that they can muster.

The importance of guidance in any program of education is being increasingly recognized. At the moment, in addition to this Committee, two other groups are studying needs, resources, and arrangements: the Panel on Counseling and Selection of the National Manpower Advisory Committee and the Ad Hoc Interagency Committee on Counseling sponsored jointly by the U. S. Department of Labor and the President's Committee on Manpower. In addition, Commissioner Howe of the U. S. Office of Education has appointed a Counseling and Guidance Advisory Committee (see Appendix I).

A great deal of research and development work is going on (for examples, see Appendix II). As a result of such activities, the field is in a state of ferment and vital change. New Federal programs and state, local, and regional activities in education and manpower development are producing new stresses and supplying new resources. As a result, it is difficult to keep up in detail with all that is taking place. One obvious development that must be kept in mind is the growing differentiation among guidance tasks and functions in various settings, in and out of schools, serving children, adolescents and adults from differing subcultures in matters of educational choice, career decision-making, personal adjustment, information-seeking, placement, self-evaluation, and a host of others. In each case, quality is important--but the same qualifications cannot be expected to be appropriate for performing guidance functions well.

CHAPTER I

THE NATURE OF OUR CONCERN

This report is intended to provide a basis for improving the process of career guidance for specialized personnel. This matter is of concern now because the world of work is changing very rapidly, and there is some question as to whether individuals are preparing properly for the conditions they will meet. To the extent that they do not, their well-being and that of our Nation will be impaired.

Specialized personnel constitute an increasingly important and numerous sub-population in our knowledge-based society. The Federal government, through many programs and policies in a variety of agencies, directly and indirectly affects the development and use of the abilities of specialized persons of many kinds. Specialization is an essential ingredient in any coherent strategy for manpower development and utilization.

Specialization has two complementary aspects that must be comprehended if it is to be dealt with adequately as part of a national manpower strategy.

-- The need of society for specialized competencies.

-- The opportunity for individual fulfillment available through specializing.

Career guidance may be viewed as one of the institutions by which these aspects are integrated to maintain a healthy society.

What is needed is an awakening of the Nation's concern for career guidance as a crucial link between the American educational system and the adult world of work. As the world of work involves ever greater specialization and as the knowledge required for appropriate and timely action grows more complex, the individual who would develop specialized competencies must plan, train, and choose in anticipation of future opportunity.

The principle of freedom of individual choice is essential in our society. But freedom is curtailed to the extent that choice is not informed. It is further curtailed by the constraints and pressures of the social order, unless the individual is assisted in seeing how that order is valuable and can be used for his own constructive purposes.

The opportunities for individuals to develop specialized qualifications, through education and experience, are not always clear to them when they must make the relevant plans and decisions, and so may be missed. Nor does it appear that the changing needs of society for specialized personnel are adequately anticipated when steps can economically be taken to encourage the development of an adequate supply of them. It is, moreover, questionable whether our schools and colleges alone generally provide the educational experiences appropriate for the kinds of specialists we will need. Individuals with special interests or problems do not always find ways to develop in keeping with their capabilities. These problems share a common core--the need for individuals to look forward more effectively to the adult world in which they will likely live and work, and for educational and other institutions to help them do so by providing more adequate guidance services.

The need for guidance services is increasing more rapidly than the supply of guidance personnel. Not enough young people are receiving adequate counseling now. Their total number will increase. The number of counselors cannot, by present methods, be made to increase fast enough to meet the need. Yet adequate quantity and quality of services must be assured for the future.

The Changing Social Context

> The fixed person for the fixed duties, who in older societies was such a godsend, in the future will be a public danger.
>
> Alfred North Whitehead, Science and the Modern World (New York: Macmillan, 1926).

We are living in a period of change that marks a turning point in human history. The pace of all kinds of change--scientific, technological, social--is accelerating, intentionally and unintentionally, and the implications are difficult for anyone to comprehend in their entirety. An essential aspect of that change is the increasing dependence of human life on knowledge and information, and the conscious and organized use of these commodities to achieve human ends. Fortunately, if paradoxically, the very technological and social trends that are making educational and career choices difficult and confusing hold promise, if properly applied, of making them somewhat easier and clearer.

Two kinds of changes are important to this discussion. First are those changes that generate needs for more skills, more technical know-how, more education, constant up-dating, and even relatively major shifts of career fields. These are changes that make career choices more important, more complex, and more difficult.

In the past 30 years, the professional segment of the labor force has expanded about 50 percent. Technical support fields have shown a much faster growth than this. White collar jobs now exceed blue collar ones; production jobs are diminishing relative to service ones. Not only do new jobs appear, as in the computer field, but some previously obscure occupations divide and proliferate. The Third Edition of the Dictionary of Occupation Titles* published in 1965 contains about 22,000 separate occupations, which are known by almost 14,000 additional titles, making a total of 35,500 definitions. Over 6,400 jobs are new to the Dictionary since the 1955 supplement to the Second Edition (1949). A great many more changes, not reflected in the Dictionary, have undoubtedly occurred. The shifting demand for specialized skills must be dealt with if individual and societal dislocations are to be minimized.

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*U. S. Department of Labor, Manpower Administration, Bureau of Employment Security, Dictionary of Occupational Titles, (3rd ed.; Washington, D.C.: Government Printing Office, 1965).

A second kind of change is in the total quantity of work available. Available work is subject to serious fluctuations, and some experts are predicting a decline over the long term in available work per capita, as automation reduces the man hours required for traditional forms of work. Utilization of the surplus time made available imposes a challenge if unemployment and social unrest are to be avoided. To take up constructively any slack that develops may require new forms of, and interest in, education, community affairs, avocations, and similar pursuits not now regarded as employment. Short work weeks, later entry into the work force, earlier retirement, and longer vacations cannot be expected to constitute ends in themselves.

Adjusting to Change

Specialists are important in many fields, but the length of time over which many specialties remain useful is decreasing. Specialized individuals need to make major occupational and other adjustments more and more frequently.

The need to prepare for change--change in individual activities, if not in the deepest goals by which our society is organized--is receiving increasing recognition. An editorial in Life magazine in 1965 entitled "Nine Jobs in Your Future"* quoted Raymond Aron on the need for "the acceptance of instability," the need for us all to learn to live with change as an integral fact of modern life. Continuing change in demand for products generates major changes in demands and opportunities in the labor market.

At the same time, activities of specialized persons of many kinds themselves contribute to the development of new enterprises, new industries and new occupations, which in turn modify demands for goods and services and consequently for specialists of all kinds. As this cycle operates as rapidly as it has come to, and certainly if it accelerates, all of us may expect to encounter some problems of choice and adjustment.

Raising Sights

In a society that has increasing and changing needs for specialized skills, there is the additional problem of stimulating those who are capable but have not raised their sights, who are not aware of the opportunities that could be open to them. Commenting on this form of "waste," John Diebold has observed:

---

* Life, Vol. 58, No. 11 (March 19, 1965), p. 4.

> About (one) half of the upper 25 percent do not enter college, another 13 percent drop out before they complete college. All told, almost two thirds of those best fitted to exercise scientific and technical leadership are not being trained to their highest capability. The attrition of qualified personnel through such losses is a serious drain on manpower. One of the means to increase the potential education staying power of a given individual is an adequate system of guidance.
>
> John Diebold, "Congressional Testimony," Automation, ed. M. Philipson (New York: Vintage Books, 1962), p. 59.

Any process for guiding the development of rising generations of American society must offer opportunity to all in convincing ways.

Secretary of Labor W. Willard Wirtz has said:

> ...having made so strongly the case for training to the person who will not have the advantages of a college opportunity, I would feel remiss if I were not to emphasize what seems to me the crying need for a larger opportunity for more of the people in this country to train themselves, not only for the skill needs of the economy, but for citizenship needs of the society.
>
> U. S., Congress, Senate, Committee on Labor and Public Welfare, Hearings Before the Subcommittee on Education, April 29, 30, and May 1, 1963, 88th Cong., 1st Sess., p. 340.

Just as increased freedom brings increased responsibility, so increased opportunity brings increased need for preparation. No individual is absolved of either the responsibility or the right to make his own choices, but the society and its educational institutions must continually strive to find ways and means to motivate individuals realistically and to inform them well. In this, guidance and teaching are inseparable.

Communication, Cohesion, and Citizenship

Beyond our interest in improving the means for preparing adequate numbers of persons for satisfying careers in keeping with their wishes and abilities, in broadening the base from which they are drawn, in satisfying the Nation's need for specialized competencies, and in keeping the process democratic, we are becoming aware of another deep interest. The cohesiveness of a modern society requires increased communication and shared culture among its diverse elements. As our society incorporates a number of partly dissociated, historically divergent, conceptually incongruent subcultures, achieving a desirable degree of cohesion becomes difficult. The explosive growth of knowledge and its progressive fragmentation in specialization, as they contribute to the rate of environmental change, make cohesion even more difficult.

Margaret Mead, addressing this point, has recently observed:

> We are becoming acutely aware that we need to build a culture within which there is better communication--a culture within which interrelated ideas and assumptions are sufficiently widely shared so that specialists can talk with laymen, laymen can ask questions of specialists, and the least educated can participate, at the level of political choice, in decisions made necessary by scientific or philosophical processes which are new, complex, and abstruse.
>
> Margaret Mead, "Establishing A Shared Culture," *Daedalus*, Vol. 94, No. 1 (Winter 1965), p. 136.

The role for guidance in meeting this need has yet to be fully explored.

The problems generated by social differentiation have been accentuated by the disparities between the usual statements of ideals and the facts of life in any real society. Conflicts arise, for example, when reality does not measure up to expectations of equal rights or equal shares. Frustration and alienation may result if a person's ideals are not tempered by a realistic understanding of what will be required of him in coping with the world he will encounter. That world is very different for some than for others. The logic of education is nowhere more critically stressed than where it serves the disadvantaged Negro, Spanish-speaking American, or other minority group member. Until very recently the published professional literature has notably tended to avoid this problem area. New programs for social amelioration promise to stimulate an approach that is much broader than many of those of the past, which have been based so firmly and inequitably in the traditional and dominant middle class experience.

Women and Careers

In all of the foregoing we have intended to imply a set of general problems relevant to both men and women. The realities of history and circumstance, however, require some special comment.

Only one or two young women in ten will never hold a paid job. For the rest, employment will have to be reconciled in one sense or another with the role of homemaking. Laws supporting equal rights for women do not eliminate institutional, cultural, and personal conflicts of interest which make career decisions particularly complex for women, especially those who might have the strongest potential to make contributions of specialized competency. Many women get jobs soon after leaving school and then stop work when they marry and have children. Many of these attempt to re-enter the labor force when their children are grown or in school, only to find that their skills are no longer in demand, or do not meet new standards.

The increasing numbers of women who are combining marriage with careers outside the home face problems insufficiently understood by society. The educational system, including guidance, still tends to prepare people for male careers. As a consequence, the majority of women are inadequately prepared for their futures.

In her address before the Conference on American Women in Science and Engineering at the Massachusetts Institute of Technology in October, 1964, Alice Rossi commented:

> It is ironic that with a life span now long enough to experience many and varied adventures of the mind, the spirit, and the senses, the major life experiences of marriage and parenthood and the intellectual excitement of advanced study are compressed into the same narrow few years of early adulthood. Instead of savoring each to the full in turn, we feast upon all three simultaneously as on a triple-decker sandwich. This quickened pace of life and the earlier age at which marriage, parenthood, and occupational success take place play an important role in lowering the career aspirations of women and in deflecting them from the pursuit of such goals as they have. There is not enough time in late adolescence for young women to evolve a value system of their own and a sense of direction toward an individual goal, for they are committing themselves prematurely to marriage and adapting to the goals of their husbands at the expense of their own emotional and intellectual growth.

Whatever solution each woman finds, it must be recognized that women face a different challenge than do men in making satisfactory career adjustments. In the well-established folklore of America's working world is the concept of "male" careers. Gradually women are finding opportunities to prove their capabilities in fields once reserved exclusively for men. A total attack on problems of underemployment should recognize this attitudinal factor and incorporate efforts to dispel poorly founded and limiting notions of what women can do if challenged by opportunity.

CHAPTER II
THE CHALLENGE TO GUIDANCE

It is apparent from the foregoing that the series of decisions that must be made by each individual in the course of his growth and development in our society is not only becoming more complex and difficult, but is very different for different individuals, depending on many factors of sex, subculture, personality, and other variables. Educators are busy attempting to provide a richer and more suitable set of educational experiences for both the young and the mature, but the choices thus opened must be wisely made.

At the heart of the matter lies the guidance process. Will we continue our march into the technologically sophisticated final decades of the twentieth century unable to identify, educate, and employ to the point of maximum self-fulfillment (and contribution to meeting national goals) those talented individuals whom, after advanced training we officially designate as "specialized personnel"? Or will we evolve a reasonable system to coordinate teaching, guidance and experience in preparing people for adult life? That is the challenge. How well we meet it will depend on the combined intelligence and resources of government, business and industry, labor, and education, including, of course, the counseling profession.

What is Guidance?

For the purposes of this report, guidance is taken to include any deliberate, non-coercive attempt to influence the choice behavior of individuals. The professional counselor is the institutionalized means for providing guidance in the schools and in certain other settings. The role of the counselor is not necessarily, nor perhaps even usually, limited to guidance. Nor is guidance the exclusive domain of the counselor. Career guidance is that portion of guidance which relates directly or indirectly to career choices. It is especially important for those who are or may become "specialized personnel" because the preparation for specialized occupations tends to be comparatively long and complex. In this extended process, which involves many contributory decisions, missteps become cumulatively harder to correct. Consequently, a great deal of education guidance is included in career guidance. Included in career guidance is the job of persuading the unmotivated, especially among the disadvantaged, to find purpose in their lives and to seek guidance and education services. It is reasonable to think that the counseling profession commands knowledge and techniques needed to create the readiness that may lead to release of the untapped talents of the disadvantaged.

Broadly viewed, the guidance process is, for the individual, an ongoing series of interactions between himself and the many others who inform him and influence his career related decisions. Family, peers, teachers, coaches, youth group leaders, clergymen, physicians, school counselors, employment counselors and others, in some measure guide his development and the making of his career related choices. Each may focus or divert his personal development. Casual influences, however, are apt to become less adequate and less reliable as the society grows more complex and major changes occur in it. Common sense is no longer adequate for decision-making, and there is an increasing need systematically to tap more of the best insights and to bend more of the best skills to serve guidance needs. Guidance in the present sense can be furthered by communicating through all these channels some of the opportunities, challenges, and pitfalls of the society.

What is Needed?

Qualified professional counselors able to provide substantial career guidance are in critically short supply in the United States. There is no clear prospect of remedying the deficiency except through fundamental modifications in our conception of what the guidance task is, and the resources that may be used to perform it.

Consideration of the interplay between efficient development and use of manpower, and the transcendent value and importance of the individual has led us inevitably beyond the confines of counseling practices to consider more general matters touching on education, employment, and citizenship. It is precisely the relation between guidance and these other functions in the process of individual development that requires systematic attention.

Against this backdrop then, we see the need for pursuing several courses of action designed:

A. To understand better the process of guidance, particularly as it affects career choice, and to understand better the phenomena to which it relates, in order to develop permanent provisions for modifying the process as demanded by the continual social changes we must anticipate. It is to be hoped that such understanding would lead to an effective analysis of the processes of guidance permitting identification of the counselor's roles and those of other personnel.

B. To insure that career guidance pervades the entire educational process.

C. To increase the number, quality and effectiveness of counselors and others who can take a significant part in the guidance process; and to extend their role within and outside of education systems. Included would be:

   1. Equipping every teacher, from the early grades up, with a basic capability to help his students relate to the world of work through unbiased career information and encouragement to develop.

2. Utilizing support personnel who are not professional counselors to perform tasks in the guidance process not requiring the services of a professional counselor.

3. Increasing the numbers, effectiveness, and availability of guidance personnel in relation to the working population throughout their work life.

D. To develop approaches that will more effectively coordinate teaching and guidance with the world of work, including use of community resources to supplement and reinforce the guidance that guidance personnel in the school can provide.

E. To improve manpower and occupational information services to facilitate career-related decision making. Full use of modern technology in the gathering, storage and retrieval of information is indicated.

CHAPTER III

COUNSELORS IN THE GUIDANCE PROCESS

As the principal person responsible for guidance functions in the school, the employment service, the rehabilitation center, the community service agency, and certain other agencies, the counselor is of central importance to any consideration of career guidance. The counseling profession has progressed very far in its approaches to guidance, and to the relation of counselors to others who participate in the process.

The Counseling Profession Today

Today the counseling profession has grown to about 50,000 full-time equivalent persons. The bulk of these work in schools, as indicated in Table 1. Both in its practice, and in the training of new counselors, the profession has been fundamentally shaped by its involvement in the world of education. However, those who have applied their skills in rehabilitation counseling for the Veterans Administration, in Employment Service counseling, and in ameliorative social welfare programs, such as those of the Office of Economic Opportunity, are focussing their activities somewhat differently. The counselor's role varies from concern principally with matters of the individual's personal and social adjustment, to his use of information and judgment, in making decisions that will fundamentally effect his life style and career.

Rising Demand for Counselors

Arthur Hitchcock, in a study paper prepared for the June, 1965, Invitational Conference on Professional Preparation and Employment of Counselors, has compiled a closely reasoned estimate of present numbers of, and probable demand for, counselors, assuming continuation of current trends. Table I shows a slightly adjusted version of this estimate. It reflects a doubling of counselor demand by 1970, and an increase of about two and one-half times by 1975. About three-fourths of the demand is expected to occur in elementary and secondary schools, about ten percent in the colleges and universities, and about fifteen percent in Employment Service, rehabilitation counseling, and Office of Economic Opportunity Programs combined. Our guess is that this estimate will prove quite conservative, especially if being counseled comes to be more universally viewed as a valuable experience.

Implications of Various Assumptions

Various estimates of counselor needs have been made using different "ideal" ratios between students and counselors. Hitchcock argues for having one counselor to every seven teachers. For 1965, this translates to a demand for some 318,800 counselors in the public and private schools. Experience in such programs as Higher Horizons, and VISTA suggests the desirability of having much higher concentrations of counseling personnel in educational problem areas.

TABLE I

ESTIMATED DEMAND FOR COUNSELORS UNDER CONTINUATION OF CURRENT CONDITIONS AND ON CURRENT BASES

	1965	1970	1975
Public Elementary Schools*	2,500	27,000	53,500
Public Secondary Schools*	31,000	44,900	71,900
Junior Colleges	800	4,000	5,500
Colleges and Universities	4,000	6,700	8,000
Employment Service	3,000	7,500	8,200
Rehabilitation	3,500	5,200	5,700
Office of Economic Opportunity Program	450	3,600	7,200
Other, including private schools and agencies	5,000	7,500	10,000
Totals	50,250	106,400	170,000

*Adjusted full time equivalent

Adapted from: Arthur A. Hitchcock, "Counselors: Supply, Demand, Need," in John F. McGowan (Ed.), Counselor Development in American Society, Conference Recommendations from Invitational Conference on Government-University Relations in the Professional Preparation and Employment of Counselors, Washington, D. C., June 2-3, 1965, p. 109.

Such numbers would seem to be impractical to attempt under current practices. A frequently cited ideal student/counselor ratio for secondary schools of 300 to one is suggested by Wrenn. An increase of almost 20,000 counselors would be required today in the public secondary schools to implement this ratio.

Even at the ratio of 300 to one, the time that a counselor can devote to a given individual is limited. Assuming a normal work week, and the usual school year, this ratio provides a total of about five hours per pupil per year. An assortment of other duties reduces the average time a counselor can spend with a single individual to two or three hours in the course of a year. Since a few individuals may take up a lot of time, many get very little attention indeed. And not much time is left for the counselor to invest in his own professional development, keep up with relevant changes in the environment, or devote effort to improving the guidance process of which he is a part. It should be remembered, too, that non-school guidance is in increasing demand, largely as a result of new Federal programs.

Recent Growth

Serious efforts are being made to increase the number of counselors. Title V of the National Defense Education Act of 1958 has had a major effect on both their number and level of preparation, particularly in the secondary schools. A recent brochure from the U. S. Office of Education reveals that between 1958 and 1965 in public secondary schools

> ...the full time equivalent of counselors has increased 127 percent from 12,000 to 27,180, and the ratio of full-time counselors to students has improved from 1 to 960 to 1 to 530. Of 14,464,000 students in grades 7 through 12 in public secondary schools during 1962-63 school year, 10,848,000, or 75 percent, were enrolled in schools with guidance counseling programs meeting State standards. Members of professional guidance staffs in State educational agencies have grown in number from 99 to 275...This progress has been achieved in 5 years with a Federal expenditure, under Title V-A, of $62.4 million matched by $420,4 million in State and local funds. Under Title V-B, funds amounting to approximately $29.7 million have been used to support 328 institutes conducted during the summer and 88 during the academic year, for the 5-year period.
>
> U. S. Department of Health, Education and Welfare, Office of Education. Commitment to Youth, OE 25039 (Washington, D. C.; U.S. Government Printing Office, 1965), p. 6.

From its beginnings to date, more than 15,000 enrollees, principally high school counselors and teachers preparing to be counselors, have received training under Title V-B. Some 3,000 of these have been enrolled at full academic year institutes.

Since 1959, 38 institutions of higher learning have worked with the U. S. Employment Service in providing short term workshops and summer courses for the professional preparation of Employment Service Counselors. The Counselor-Advisor University Summer Education (CAUSE) Program begun in 1964 has been attempting to train counselor aides and youth advisors to work in youth opportunity centers under the supervision of professional counselors.

These programs have been aimed in large part at helping meet the sharply increased needs for trained counselors as a result of demands generated by various government programs.

Every discussion of counselor supply and demand is confused by a lack of precise agreement as to how to define a counselor, how many there are, and how to estimate the need. Many who are practicing in the name of counseling do not fit the definitions developed by the professional organizations. Many are receiving counselor training under less than completely rigorous conditions. There is a substantial turnover, estimated between 5 and 15 percent, as well as failure of graduate counselors to seek employment in that role. As to future demands, our use of Hitchcock's estimates (see Table 1) reflects his "conservative" extrapolation of present levels of demand. Government programs can sharply change the demand over relatively short periods.

Summarizing the problem of supply, Hitchcock notes that:

> The Bureau of Labor Statistics estimates 4,300 master's degrees in counseling and guidance in 1965, based on a constant rate projection, and 4,500 based on a trend projection. The total number during the 10 year period would be 67,288 by the former method and 75,688 by the latter. Considering attrition, and with projections... formulated on the basis only of a continuation of present conditions, the production of counselors prepared at the minimal level is shockingly weak. The present program of education of counselors clearly must be more than tripled immediately. By 1970 the production of counselors must be expanded again, probably twofold.
>
> Hitchcock, *op. cit.*, p. 94.

In any event, supply promises to be a limiting factor, if the stringent definitions currently used remain in force officially and semi-officially, if production processes are not radically changed, and if patterns of use are not modified.

But any analysis of the numbers ignores important qualitative differences among counselors, and among requirements in different settings. Thus, it is imperative that the problem not be regarded as a question of number of counselors, but of the provision, through appropriate means, of a vital class of services. It is of course not rue that all qualified counselors emanate from the professional training institutions with two-year master's degrees. Many of them were once, or are now on a part-time basis, teachers who have moved into counseling roles. With the proper incentives, and at some cost to the number of teachers available, the rate of transition could conceivably be increased, and with the proper special training programs qualifications could be developed where they do not now exist.

Moreover, many other individuals who have not had the standard training and education for counseling work may be able to make significant contributions to guidance, if roles are redefined. For example, the point has been made that the usual academically trained middle class white person may have difficulty communicating with many of the poor Negro young people most in need of guidance. Selected young people without extensive training who are acceptable to the counselees might well be able to establish rapport quickly, and take the first few steps in helping them to achieve counseling readiness. Others might act as "getters" for those who need, but are reluctant to use available services. Certainly, imaginative use of those who are not counselors in ways that will further the guidance process is one of the responsibilities of the profession. Such use could provide an expanded and enriched pool of experienced talent from which future counselors and related professionals might emerge.

Growing Effectiveness

The counseling profession, through its organizations and its leading spokesmen, has done a remarkable job in building its role and raising its standards. The Committee on Specialized Personnel commends the profession for the steps taken to raise the qualifications of people working in the field and to enrich counselor preparation programs generally. Working closely with representatives of the Federal Government, school systems, and institutions of higher learning, leaders of the profession have made guidance a reality for children in elementary school. They have sought to improve the quality and effectiveness of vocational guidance materials used by students and their counselors, have supported experimentation in the role of the guidance counselor with educationally and socially deprived groups, have developed new approaches to maximizing the professional services of counselors, and in many other ways have committed themselves to the search for new and imaginative solutions to the great variety of problems that confront man in a world of work that is changing rapidly.

We have attached as Appendix III a summary of an authoritative study of the school counselor, by Wrenn (C. Gilbert Wrenn, *The Counselor in a Changing World*, Washington, D. C.: American Personnel and Guidance Association, 1962) resulting from a group study for the professional association. A corresponding study of the non-school counselor is in process of preparation and promised soon. Appendix II lists some of the current research and development approaches to improving counseling and guidance functions.

In view of the central role played by professional counselors in the guidance process, we recommend that all feasible attempts be made to increase the number of fully qualified counselors by encouraging colleges and universities to strengthen and expand their counselor-preparation programs.

RECOMMENDATIONS 1 THROUGH 6 THAT FOLLOW ARE DIRECTED TOWARD INCREASING THE SUPPLY OF HIGH-QUALITY GUIDANCE SERVICES AND IN EFFECT MULTIPLYING THE SUPPLY BY MORE EFFICIENT UTILIZATION.

Recommendation 1. Added support should be given by the Department of Health, Education, and Welfare, the Office of Economic Opportunity, and the Department of Labor and other Federal agencies concerned with counseling, to programs for improving counselor preparation and training. Beyond the common base of preparation for professional counseling, provision should be made through practicums or other forms of training for the development of special skills and knowledge required in different counseling settings.

A strong case can be made for strengthening the role of the counselor and, correspondingly, the training that counselors receive. In recent years a considerable effort has been made to establish professional standards for counselor training. Government support for professional upgrading under the National Defense Education Act has already been cited. Institutions of higher learning responsible for preparation of secondary school counselors seem to have accepted fairly well the new standards. But Robert Stripling, in a Work Study Paper for the June 2-3, 1965 Invitational Conference on Government-University Relations in the Professional Preparation and Employment of Counselors, makes a striking point:

> ...even though 261 institutions in the United States purport to prepare secondary school counselors, consultants to the U. S. Office of Education each year, since 1960, have rated only 35 of these institutions as having strong enough staff and other resources to conduct academic-year Counseling and Guidance Training Institutes for the preparation of secondary school counselors under the provisions of the National Defense Education Act. There are between five and ten additional institutions in the United States which have not applied...

> who could meet the minimum acceptable standards of program content, staff, and other resources needed to prepare secondary school counselors. Therefore, at the most, there are currently only 45 institutions in the United States that have the capability of meeting minimum standards...
>
> These 45 institutions are now awarding only a little over one-third of the 4500 master's degrees being given each year to majors in secondary school counseling. This means that approximately two-thirds of the secondary school counselors are receiving the first half of the minimum two-year program in counselor education in institutions that do not meet minimum standards...Furthermore, less than ten percent of the graduates from these institutions are, each year, completing the minimum two years of graduate work needed for the professional counselor working in any setting.
>
> Robert O. Stripling, "Training Institutions: Standards and Resources," in John F. McGowan (Ed.), Counselor Development in American Society, Conference Recommendations from Invitational Conference on Government-University Relations, in the Professional Preparation and Employment of Counselors, Washington, D. C., June 2-3, 1965, p. 113.

While Stripling's analysis may be judged by some to be unduly pessimistic, it is clear that there is considerable room for improvement.

The implications of the situation are quite harsh. Radical revision of counselor training capability may not be practically realizable except in the long haul. Expectation that production of adequate numbers of counselors of the needed quality by standard means for standard uses, would seem to be unrealistic in the near term. Nevertheless, every effort should be made to do so at the same time that other steps are taken to improve available guidance services.

Recommendation 2. In order to attract a larger number of able persons into guidance careers, and to keep them there once qualified, attention should be given to means for increasing salaries and improving the total working environment of counselors, wherever salary and environmental conditions are seen to be limiting factors.

Involved here is not only the question of comparability of counselors' salaries with those of other professionals of equivalent training and responsibility, but also the comparability of pay scales among different settings where counselors work. Improvements such as provision of adequate facilities and materials, sufficient staff strength to handle the load, proper organizational arrangements and the elimination of unrelated chores are also needed. A more subtle problem is that of increasing community respect for the counselor as a professional worker with a mission vital to the common welfare.

Recommendation 3. In view of the natural and inevitable role of the teacher in providing guidance, and because the majority of school counselors are drawn from the teaching profession, more reality-orienting content should be included in the experiences of teachers-in-training, so that they may become more effective partners to counselors in the total process of education.

This implies that all teachers at all levels should have some understanding of the world of work outside the school, acquired through courses and other experiences in their training program. This should permit teachers to participate more effectively in the guidance process in the school setting. To strengthen further this team effort, for selected content and at the appropriate times, teachers and counselors could be in training together.

Recommendation 4. Programs of continuing education should be used more extensively to recruit and equip unemployed and underemployed adults in the community to fill appropriate roles in guidance.

Such programs could bring substantial numbers of potentially qualified persons in the community into relationship with guidance as a career field. The utilization of such indigenous human recources might be expected to provide a special opportunity to improve contact with the disadvantaged and the alienated.

Three general categories of persons might contribute to an increment in guidance manpower:

1. Those with college training, from new graduates to retired professionals, who might enter into counselor training for a career.

2. College or junior-college trained persons who could be more quickly prepared to perform some part of the guidance function, possibly on a part-time basis, such as giving occupational information.

3. Adults or older youth, not necessarily extensively trained, who could be prepared in a short time to serve in such roles as community workers to stir the disadvantaged to seek counseling or other services. (This is reinforced in Recommendation 6.)

Recommendation 5. Deliberate programs for updating and upgrading counselors should be expanded and made a necessary part of every counselor's yearly activity, for which he should be adequately paid. Corresponding programs tailored to teachers' needs are required; and corresponding, but not identical, programs are needed for administrators. To promote mutual professional understandings and reinforcements two or more of these three groups might sit together for selected portions of the training experience.

It is very easy for counselors to be bypassed by developments in the world of work and leisure, by changes in economic conditions, and in other factors that should affect the adjustment of their clients. Also, changes in the tools and techniques available to them occur rapidly. The teacher's role in career guidance is a continuing and important one but teachers may be less current than counselors in many of the considerations just discussed. Finally, both the teacher's role and the counselor's role are partly determined and constrained by the attitudes and practices of administrators. Effective management of the enterprise would suggest that more than casual communication should be maintained among the three groups.

Recommendation 6. In view of the shortage of guidance services, every means possible should be used to encourage the appropriate use of subprofessionals in the guidance process, and to provide clerical and other assistance to counselors. The use of subprofessionals will require, in addition to adequate programs designed to train them, appropriate tables of organization for the schools and agencies which use their services.

The term "subprofessional" is recognized as inadequate but at least at present its meaning is understood even though its appropriateness is open to question. The term "support personnel" could be used to identify more accurately the range of helpers from a technician who may be qualified to administer tests to an aide of relatively low educational attainment who may function as a neighborhood worker.

Almost every counselor working in a school or other agency undoubtedly finds himself stressed by demands that far exceed his resources. In view of the disparity between the understanding, the information, and the time that are available and those that are required, THE COUNSELOR NEEDS THE HELP OF OTHERS. He needs assistance to extend the scope of his efforts. He needs information which can be generated by others and made readily available as a supplement to his own store of knowledge. The research and labor of others can help provide a flow of new ideas, new techniques, current information, new insights, and means for making his services credible to employer and counselee.

As we have seen, the demand for counselors is likely to grow far beyond what may reasonably be expected as output of the established training centers. One obvious alternative is to devise means for relieving counselors of those portions of their work loads that the less trained could do so well.

Dr. Alan Waterman some time ago made a point concerning scientists and engineers that is equally applicable to counselors:

> One point enjoys general agreement...Many capable scientists and engineers are now occupied with work of a level that could be performed as well by individuals with appropriate but lesser training. To some extent our economy is now supporting this dubious luxury. Tomorrow it will not be able to do so. Here is one of the few areas of education where we can act before a crisis develops. I share the view of many others that unless we take some constructive steps now a crisis will inevitably face us. Then we shall have to resort to extraordinary and not altogether desirable measures. Our own investigations, although not conclusive at this stage, suggest that our concern now should be with teachers, curriculums, and facilities.
>
> Alan T. Waterman, Director, National Science Foundation, testifying before the Senate Subcommittee on Education, op. cit., p. 457.

Considerable debate has occurred on the pros and cons of using subprofessionals in counseling and guidance services. We sense, however, that some of the counselor's anxiety relates to his search for secure professional status. Moreover, it is based on present understandings and task assignments, when the real needs and opportunities run much deeper.

A substantial advance could be effected by the continued development of subprofessional counseling support to tackle the present need while pressing toward the development of a larger role for the counseling profession. We anticipate that an expansion of counseling resources and a growth in the counseling role would permit future counselors to look back on the present controversy with tolerant amusement.

RECOMMENDATIONS 7 THROUGH 9 THAT FOLLOW ARE DIRECTED TOWARD MAKING AVAILABLE TO EACH INDIVIDUAL CAREER COUNSELING AND GUIDANCE SERVICES TO ASSIST HIM IN ACHIEVING OCCUPATIONAL FULFILLMENT AS A MAJOR FACTOR IN ASSURING PERSONAL ADJUSTMENT.

Recommendation 7. The counseling profession must play a major part in assuring the provision of adequate career guidance as a significant factor in helping the individual find personal adjustment.

This is especially necessary if the needs of the vast majority of well-adjusted but inadequately informed persons are to be met. Career guidance must include vocational guidance as well as academic counseling. The counselor must be prepared to provide information about jobs as well as information about higher education.

We urge the stimulation of the dialogue focused on the needs for guidance, and leading toward clarification of the roles of professional counselors. These roles, as others in our society, are changing, and older guidelines and concepts are in need of periodic, conscientious re-examination and revision. This dialogue is not the concern simply of the counseling profession, but must involve school administrators, teachers, school boards, government officials, parents, educational scholars, employers, and others. One result to be hoped for from the dialogue is heightened responsiveness of school systems to the needs for change, recognized and articulated by the counseling profession. Another is improved understanding of the roles of employment counselors and their relation with school counselors. A third is a broader understanding of the role of guidance in meeting the needs of individuals in the normal course of their development, which is different from the remedial functions of counseling.

E. J. Shoben has said:

> The position taken here suggests a radically different and more important role than the traditional role of the counselor of the obstreperous, the adviser on college selection and vocational matters, and the purveyor of tests and occupational information. It is not that these functions are irrelevant or lacking in merit. It is only that they are subordinate to something else. That something else is twofold in its nature: First, it is a human feedback mechanism...second, it is a catalyst for the clarification of the character of the school as a community and as a source of appropriate models for developing youngsters...
>
> With respect to (the first)...it must be noted that counselors, far more than either teachers or administrators, have an opportunity to hear from children themselves the extent to which their schools are disappointing or lack cogency for them...What is important ...(is the concern) with the functioning realities of the school...

> In such an effort to sharpen the impact of the school and to give it greater cogency for the individual students, guidance workers can play a key role, forging , in the course of it, a genuine new profession for themselves.
>
> Edward Joseph Shoben, Jr., "Guidance: Remedial Function or Social Reconstruction?", Harvard Educational Review, Vol. 32, No. 4 (Fall 1962), pp. 440-442.

The new concept of counseling and of career guidance is necessary, for they are part of education without being restricted to the schools. We would expect to see them generate or use new resources and new techniques. Modern information processing technology and the expanded use of community resources should have a major impact upon the capabilities of counselors, beyond simply relieving the drudgery of present practices. The measure of the profession will be taken by its ability to shoulder the responsibilities of new roles.

There is no value in the carping criticism of counseling one sometimes hears. What is needed is a major thrust toward new conceptions to set the stage for exploratory growth.

Recommendation 8. Intense efforts are needed to meet the needs of under-utilized, unemployed, and/or disadvantaged groups for guidance, counseling and other supportive services in order that their talents may be identified, energized, developed and utilized.

Counseling and guidance services for disadvantaged persons, especially as called for in new Federal and local programs may require attitudes, knowledge and techniques on the part of guidance workers beyond those traditionally employed. These special skills may be acquired through practicums or other field-centered training experiences.

Under-utilized manpower that can yield significant quantities of future "specialized personnel" may be found in:

1. The several under-utilized major ethnic groups: Indians, American Negroes, Puerto Ricans, Mexican Americans, Oriental Americans, Cuban Americans, and disadvantaged whites.

2. Those whose under-utilization is significantly a function of age: older workers and young people.

3. The neglected potential of the "womanpower" of the Nation so frequently recognized but so meagerly developed and used.

4. The handicapped.

Recommendation 9. Support should be given to the provision of career guidance programs and services on a continuing basis to adult workers in locations and under circumstance most accessible and encouraging for them.

Career guidance and counseling services presently available in school settings (secondary schools and junior or community colleges) and in public employment service offices reach some adults but increased availability of such services in familiar and convenient locations such as on the job and in residential neighborhoods is needed.

This becomes increasingly important as the adjusted worker as well as the unadjusted worker faces the probability of multiple job changes during his work life as a result of technological advance and other changes in the environment.

CHAPTER IV
TOWARD IMPROVING GUIDANCE PRACTICE

The teacher and the counselor are both involved in one integrated process of education and guidance. Both are charged formally with preparing the child, the youth, and the adult for growth. In a world of rapid change and steady elimination of menial labor, education is now hard pressed to do for most that which it has long been doing for the few. The best of the "ivory tower" is becoming increasingly relevant to the work-a-day world. In this situation the counseling profession can make several key contributions to education.

As a principal representative of the behavioral sciences charged with intimate contact at that point where individual, school, and socio-economic pressures converge, the counselor is in a unique position to mediate the flow of vital information to school administrators and teaching staffs. As he learns to interpret effectively the experiences and needs of students and to relate these to the realities of human behavior in school and adult life, the counselor can be a natural instrument for aiding the school to adjust its programs and techniques to emerging conditions. The counseling profession can be a significant contributor to the dialogue that strives to make education ever more relevant to the society it serves. But the responsibility of the counseling profession to contribute should be matched by willingness of the remainder of the educational community to be receptive to new ideas and programs.

Problems abound. One has been well stated by David Tiedeman and Frank Field who point out:

> Schools and colleges were organized and institutionalized long before the first "counselor" was formally employed as such. It therefore seems clear to us that the current practice of guidance stems from the traditional desires of educational authorities and practitioners to make teaching more powerful without limiting the authority of teachers. This role of aiding teachers is necessarily based upon the assumption that the teacher is in a position superior to that of the counselor. Such relationship further implies that the counselor is necessarily a technician; his theory that of a technology. Thus the guidance counselor's technology stems from studies to improve teaching and learning as defined by educational authorities, primarily teachers or those concerned solely with teaching. In this framework, it is easy to comprehend the efforts of early guidance practitioners to evaluate, to select, and to place pupils in order to achieve the goals of the school and of the community. As technicians they were neither expected nor invited to play a professional role in deciding what these goals might be.

> However...they came into far more revealing contact with students than had teachers and administrators. They saw more than the "traditional" teaching-learning process, and their ideas began to have an impact upon educators. Education itself began to appear more complex, both in practice and theory. As a result of this, and of progress in the behavioral sciences in general, we now possess sufficient knowledge of human behavior to make significant contributions to the process by which individuals assume responsibility for their own particular goals.
>
> ...Unfortunately the current nature of guidance practice--taking place beside rather than in education--blocks such a full and effective application....
>
> David V. Tiedeman and Frank L. Field, "Guidance: The Science of Purposeful Action Applied Through Education," Harvard Educational Review, Vol. 32, No. 4 (Fall 1962), pp. 484-85.

Tiedeman and Field comment on the large body of anxious self-examination within guidance that at the same time reflects a strong sense of vested interest. They observe that many of those with the most secure professional status active within guidance may well derive that status elsewhere, and that there is as yet no "science of applying the behavioral sciences." They seem to be saying that the sharpest critics of the field will be right (possibly for the wrong reasons) unless a better context is provided in which guidance as a profession can grow, flourish, and develop its capacities to render significant counsel. To this end the profession needs to grow within the actual context of applied practice; it needs to have its many roles well (if flexibly) delineated; it needs to have workable concepts of desired future states; it needs to be strong enough to have both an independent voice and the attitude of a cooperating partner in the educational enterprise; it must be able to use a variety of means for achieving its ends; and it needs to contribute more to the dialogue affecting education.

RECOMMENDATIONS 10 THROUGH 14 THAT FOLLOW SUPPORT THE ESTABLISHMENT OF NATIONAL AND REGIONAL EDUCATIONAL LABORATORIES AND THEIR UTILIZATION FOR RESEARCH, EXPERIMENTATION AND DEMONSTRATION WORK IN COUNSELING AND GUIDANCE, AND ALSO SUPPORT SIMILAR ACTIVITIES BY OTHER INSTITUTIONS AND ORGANIZATIONS TO THE END THAT GUIDANCE PRACTICES MAY BE IMPROVED.

Recommendation 10. We recommend that a National Laboratory for Research and Development in Guidance be established with funds authorized under Title IV of Public Law 89-10.

Title IV of the Elementary and Secondary Education Act of 1965 (Public Law 89-10) authorizes the U. S. Office of Education to create regional and national "facilities for research and related purposes." Multidisciplinary laboratories established under this Title might be encouraged to explore the ways and means for meeting the career guidance and personal development needs of our changing population. Staffs drawn from the behavioral sciences, education, mental health, government, and industry might produce new and valuable combinations of knowledge, capability, and orientation. One of these facilities might well be concerned primarily with guidance, and provide a focus for experimentation on new ideas in career development. In view of the need for improvements in our understanding and use of guidance services as an integral part of the education of all our citizens, we see the need for an organized, programmatic approach to research on, and development, dissemination, and implementation of effective guidance practices. Despite the considerable number of promising research and development programs presently underway at a number of centers (see Appendix I) we feel that there will be a continuing need for a comprehensive, integrated program of work in these four areas.

The Laboratory should be responsible for developing a meaningful program of research, development, dissemination, and implementation in guidance and related fields as these contribute to the development of all of our citizens. It should work closely with the U. S. Office of Education, the U. S. Department of Labor, the Office of Economic Opportunity, and other interested agencies in developing this program. It should make an independent assessment of the research and related activities presently going on at universities and other centers, and where it identifies additional needs, should encourage such work to be undertaken by appropriate source institutions, or should undertake such work itself, supported by appropriate sponsoring agencies. It should develop relationships with Educational R&D Centers, schools, school systems, boards of education, state governments, and other agencies which will be involved in the implementation of any of the results of its activities.

Its senior staff should include a substantial number of professional counselors and counselor educators, educational administrators, professionals drawn from agencies that have guidance functions, information system specialists, and appropriate other professionals.

Recommendation 11. In addition to the establishment of the National Laboratory described above, we recommend that a portion of the activities of each of the regional educational laboratories be devoted to work in guidance, especially as it applies to the population and the problems of that region. These regional laboratory programs should be coordinated with that of the National Laboratory, but should have sufficient autonomy to assure vigorous research of high quality.

Implicit in the preceding discussion is the idea that a first step toward actually realizing sound advances in professional service is a structure in which innovations can be devised, developed, and tried. A task of exceptional importance that could be undertaken jointly or individually by these institutions is a set of analyses of the differing information requirements of individuals in contemporary society for making the sequence of education and career decisions. From these analyses could be derived a set of requirements for further development and implementation work, possibly involving industry, universities and colleges, and other organizations whose applicable resources might otherwise not be devoted to those matters.

A de facto "system" of guidance in education exists in America. The American Personnel and Guidance Association, the National Vocational Guidance Association, the National Education Association, the American Psychological Association, and many other professional associations, government, commercial and nonprofit organizations, school systems, etc., all affect one another's plans and programs. Integrated consideration of the large "system of systems" is required. Such an approach to career guidance requires careful strategic planning and considerable resources if significant results are to be effected.

Social scientists and social practitioners, such as counselors and teachers, are being called upon to perform services of a scope and with an urgency for which they are in the main unprepared. One result is a level of internal debate that is confusing to the outsider and emboldening to the skeptic. This is nowhere more true than with respect to the counseling profession, which is called upon to assist in new social welfare programs while being measured against expectations that are already unrealistically demanding. We feel that a conscientious attempt by modern systems analysts, operating as objective outsiders, might produce a study of education from the point of view of guidance that could provide significant new insights into the process of which career guidance is a key part. It might contribute to improving the resources and increasing the strength of counseling practice. It seems worth a try.

Some important areas on which the proposed Laboratory programs might focus are given below. Although important work is already being done in these areas at existing institutions, progress could be substantially augmented through the proposed programs.

Recommendation 12. Additional experimental and demonstration work in the following areas should be supported whether or not the proposed National Laboratory and the regional laboratory programs are undertaken:

A. Estimation of counseling effectiveness under a variety of conditions. Implied in all we have said is a strong conviction that professional counseling can be an effective means of providing guidance, but clear evidence for its value is not abundant. Imaginative and substantial research is needed in this area if future activities are to be well conceived. Due weight must be given to non-quantifiables. Longitudinal studies of the necessary kinds probably require a programmatic and continuing commitment of one or more stable, professional organizations. (Appendix IV reviews some of the available work in evaluation.)

B. Curriculum development for courses in occupations. Career guidance should be recognized as a "school-year-round" activity, in which everyone participates according to aptitudes and interests. The concept of Career Days, or of occasional counseling is archaic, inadequate, and unrelated to the complex, changing world for which students are being prepared. Courses in occupational information, properly devised and presented, and using adequately prepared materials and procedures, could help the student to realize the relevance of his other educational activities to his future, and develop in him a planning orientation without which information, no matter how relevant, may be ignored or misused. The elementary school years are probably not too soon to introduce this orientation.

C. Curriculum development for pre-employment and apprentice training courses. Vocational course content and curriculum appear all too frequently to be determined by what the schools are prepared to teach, rather than by what students want or what the job market demands. Moreover, vocational education which prepares an important segment of our population for the world of work, and contributes vitally to meeting the Nation's skilled manpower needs all too often receive only secondary attention that an overly academic view of education allocates to it. An important step forward could be taken if suitable organizations, public or private, with (1) access to valid information on current and projected job market demands and (2) with the services of personnel capable of translating the skills and knowledge required in occupations into curriculum guides, could participate in planning and designing pre-employment and apprenticeship training programs. Admittedly, such an activity is outside the field of guidance but of major importance to it.

D. Group and multiple counseling techniques. The counselor should work with groups as well as individuals in career guidance in order both to utilize his own knowledge and efforts more efficiently and to provide the benefits of peer group participation in the amplification of interest and information. Some work has been done in this area, but the remaining possibilities may be great.

From the turn of this century there has been a persistent effort to conceptualize and apply group methods in almost every area of applied social science and education. Rehabilitation efforts among veterans and service personnel gave group psychotherapy a strong impetus after 1940. The literature contains clues that strongly suggest that group techniques can be even more effective for certain purposes than individual counseling. We need to exploit these leads, using some of the newer technical aids more systematically. Research on group counseling could, if it showed an increase in counseling effectiveness, incidentally strengthen the profession's claims to status.

E. Development of prototype support organizations. It would be valuable to develop and test the idea of Guidance Services Centers to assist existing counseling programs, to provide services for schools without counseling programs, and, where feasible, to produce specialized services otherwise not available. Among these services would be the means for professional exchange of experience among counselors and with the wider community. Support organizations for counselors could become a standard resource. Some possible services are:

1) A research service to answer individual questions.
2) Publication of information bulletins on career opportunities and preparation.
3) Organization of career conferences and study materials.
4) Maintenance of a specialized professional library for counselors.
5) Assistance and consulting services in the planning, use, and evaluation of testing programs.
6) Planning and initial execution of new programs, particularly as these involve participation from the wider community.
7) Publication of a professional newsletter.

One service which seems to anticipate part of what we have in mind is organized as the Careers Research and Advisory Centre, a nonprofit company in Cambridge, England. Quoting from its charter:

> CRAC aims to create a closer link between all those who are involved in advising the student, namely schools in the maintained and independent systems, the Youth Employment Service, universities, employers, professional bodies and parents. It offers a forum for the discussion of their problems and ideas.
>
> CRAC sets out to provide the careers and educational information which advisers need. They must be able to draw upon a background knowledge which is accurate

and up-to-date, and where necessary, based upon special research and investigation. The increasing variety and complexity of educational and occupational choices has made it impossible for advisors to keep themselves fully informed.

F. *Applications of information technology to guidance.* The guidance function contains an important informational component, and there is no question that information science and technology, especially the use of computers and communications, hold great promise for improving it, if they are properly used. "Proper use" would normally refer to an arrangement in which appropriate professional people would participate at some point in the process. Means for using technology for unburdening the counselor of some of his tasks need to be more thoroughly explored. Tasks such as class scheduling, routine interviewing, record-keeping, and routine testing, appear to be amenable to considerable computerization, with a corresponding gain in counselor time available for functions that are more relation-dependent. In addition, the record-keeping that is a natural concomitant of the use of computers for such purposes would enable the kind of longitudinal research that has been so difficult in the past.

G. *A warning system.* There is a need among other things for a practical warning system for routine processing of information about students to detect problems in their development. We need means for early identification of problems so that teachers, counselors, and administrators can focus their attention before a crisis develops. Considering the wide application of computers to record keeping in the school systems, an effort should be made to develop computer programs adaptable to present systems or, better yet, initially incorporated in systems yet to be devised.

H. *Development and dissemination of guidance information materials.* Impressive strides have been taken in the development of information relevant to guidance. (Appendix V describes materials generated by the Bureau of Labor Statistics, U. S. Department of Labor. Appendix VI describes the dissemination activities of the State Employment Service offices.) But a great gap exists between what is *available* in principle, and what is *accessible* to the person in need of guidance. Even the most basic materials, such as the Occupational Handbook and the Dictionary of Occupational Titles are not to be found in many high school libraries. The potential of television, films, and other media have not been fully explored. A series of books and articles, movies and programs, imaginatively and creatively done, could lend a sense of excitement and adventure to the realities of many occupations not now considered attractive by many who have the potential to hold positions in them.

Recommendation 13. A new way must be found to screen supporting materials concerning specific vocations and have them readily accessible both to students and counselors on demand.

The proposed National Laboratory could work to develop a clearinghouse system for screening and dissemination of occupational information, including adequate provision for purging obsolete material.

Recommendation 14. In the interim, we recommend that the Occupational Outlook Handbook and the Dictionary of Occupational Titles be routinely distributed to all secondary schools which do not already have them.

CHAPTER V
MAKING "THE WORLD OF WORK" MORE MEANINGFUL

A basic tenet of this report is that the world of school and the world of work must be effectively integrated in the process of individual development. Career guidance is one means for accomplishing the integration. But the objective is far from realized.

Career guidance per se is an incomplete function. It should be augmented with guidance about how to operate in the community, what to expect in different locales, roles, phases of growth, etc. "Work" must be put into perspective. In our society, the benefits of investment are as important as the benefits of work, but the principles of investment, or of entrepreneurship, receive much less formal attention than those of employment and employability. And, of course, the transition from school to work is not made in one step. Sometimes a special training program intervenes (or should intervene), or a work-study opportunity, or some other intermediate experience, so that the kinds of guidance that might be sought by a person are many and varied, and together can easily exceed the capabilities of any single human being to supply.

Two basic alternative courses are available. The first is the systematic use of community resources, where much of the direct experience with the relevant matters is naturally incorporated. The second is an institutionalized set of information services supplied for general use. Both of these should be used in attempting to match guidance services to emerging demands.

RECOMMENDATIONS 15 THROUGH 20 THAT FOLLOW ARE AIMED AT GIVING MEANING AND VITALITY TO CONCEPTS OF "THE WORLD OF WORK" ON THE PART OF CLIENTS BY DRAWING ON THE RESOURCES OF THE ENTIRE COMMUNITY FOR HIGH-QUALITY CAREER INFORMATION, THE BEST IN CAREER COUNSELING INSIGHTS AND TECHNIQUES INCLUDING MODERN INFORMATION TECHNOLOGY, COORDINATION OF COUNSELING AND GUIDANCE SERVICES AMONG VARIOUS AGENCIES, AND FOR CONTRIBUTING TO THE DEVELOPMENT OF A NATIONAL MANPOWER INFORMATION SYSTEM.

Recommendation 15. The school counselor should draw much more extensively upon the huge latent resources of the community to assist in providing career guidance.

Schools and school systems should recognize the importance of this aspect of the counselor's task, and facilitate it. Direct contact between the individual student and representatives of the fields of work he may be considering can have no substitute. A bank secretary can provide an understanding of her job that could not be approached by a bank manager, no matter how conscientious or well-informed. The potential of persons and organizations in the community to supply extended personal contact should not be overlooked. At the same time, whatever exposure is arranged must be made meaningful if it is to be useful, so that the counselor's task is essential, too.

Young people now tend to grow up having little organized direct experience with the problems and the satisfactions of work. There has been an increasing tendency to delay the entry of youths into the job market. This is particularly true in the specialized skills. It may well be that this lack of direct experience underlies some of the problems of alienation, lack of identification, and faulty preparation for effective transition to adulthood that are coming to be so frequently commented upon. If that is so, it is a basic concern of guidance.

Howard Becker has observed:

> Professional education tends to build curricula and programs in ways suggested by the symbol and so fails to prepare its students for the world they will have to work in. Educators might perform a great service by working out a symbol more closely related to the realities of work life practitioners confront, a symbol which could provide an intelligent and workable moral guide in problematic situations.
>
> Howard W. Becker, "The Nature of a Profession," in N. B. Henry (Ed.) Education for the Professions, 61st Yearbook of the National Society for the Study of Education, Part II. Chicago: University of Chicago Press, 1962, p. 46

The trend started by programs of work-study and work experience for students, and continuing education for those already at work appears to hold great promise for reducing the isolation of school from work. But special efforts will be required if this and other needed improvements are to be brought about successfully. In a world of evolving specialization only those directly involved can keep up to date. Every large corporation requires a specialized staff to service the personnel evaluation and classification system within its own walls. Yet, those who perform these functions constantly sense that even this close attention to job descriptions is quite artificial or at best general and idealized. How then can a counselor or student hope to establish some significant sense of contact? For a long time limited forms of contact have been used. As early as the early 1940's, career days were held in many schools in practically all states. Later the schools cooperated with local Chambers of Commerce in conducting Business-Education days.

The California Title V-A FY '64 Narrative Report under NDEA describes an extensive program of career guidance centers aimed at year-round activity, with extensive counseling by industry experts as a focal point. As one example, the San Mateo County Center is described as exposing 12,000 high school students to 66 counseling areas, giving specific information for 75 careers, with 439 counselors from industry and the professions averaging 90 minutes in two sessions with each student. As a starting point, not a final goal, we should find ways to establish a comparable level of activity of this kind for every high school in the country.

Recommendation 16. Proposals should be solicited from industry, the universities, and elsewhere for the formation of task forces that could provide a strong nucleus of experts to assist local communities in enriching their guidance programs.

Such task groups, free to innovate, and able to bring fresh perspectives, could develop a variety of programs in conjunction with school and community agencies. By functioning as consultants, and by providing temporary leadership, each such group could guide and encourage the organization of plans, facilitate access to resources, encourage community support, and augment staff of local agencies. The effect could be to reinforce the role of guidance in the community and generate a broad base for self-sustaining programs tailored to community needs. If successful in R&D trials, such efforts could exert considerable leverage in other communities.

Today there is a heightened potential for industry to play a role in the development of new approaches and techniques to the counseling function, just as the insights of industry have contributed much to the broad field of training. Industry is engaged in radically new areas of endeavor, and employs most of the Nation's research and development personnel. Federal, state and local governments are turning to industry to explore solutions to many public problems. The Wall Street Journal, in a recent article, has indicated that industry-run Job Corps projects have operated very smoothly. In this latter context, guidance has received special emphasis. Starting from a relatively fresh viewpoint, it would be surprising if significant innovations of general relevance for guidance did not develop. To tap these and other potentials, arrangements are needed for industrial organizations to participate more extensively in training and guidance in their areas of special competence. Here again the scope, possibilities, history and assessed effectiveness of such activities can be researched by our suggested national laboratory and regional laboratories. In any event, more channels are needed for tapping the imagination and experience of industry. The school counselor should serve as a means for creating and using those channels. Industry itself has a stake in improving guidance for upgrading and updating its own employees.

Recommendation 17. Support should be given to inserting reality into the learning experiences of students by the use of games, simulations, and role-playing experiences in schools. Counselors should take the lead in adopting these techniques where they show promise.

If individuals are to learn what nobody knows enough to teach, they must themselves become active in the learning process. They must be encouraged to seek what they need, evaluate what they get, and integrate it provisionally through the making of decisions. They must be given the opportunity to develop the skills to do these things, and they must have continuing access to help, not only in getting information, but in using it well.

Direct experience with the world of work, whether through work experience, work-study arrangements, or the proper exposure to the community through other means is very valuable, but it can be time-consuming and expensive, and it is not as feasible in certain communities as in others. Means are being developed to provide opportunities to students to gain experience in career planning, and in developing acquaintance with occupations through such means as games, simulations, and role-playing exercises. Results to date appear encouraging.

Recommendation 18. A major study should be undertaken to develop ways of more effectively unifying the services performed by guidance personnel in various settings, to make the longitudinal process more meaningful and more effective from the client's point of view.

The Employment Service counselor, the school counselor, and the counselor in such public and private agencies as Youth Opportunity Centers, Job Corps installations, Mobilization for Youth, OIC's, etc. are guideposts along a route that should be meaningful and continuous to the growing youth. Their activities, however, are determined by very different administrative structures, and orientation to goals which have not been well coordinated. As a result, while each may be doing a professionally creditable job in his own area of responsibility and competence, from the point of view of the client the process may look fragmented, chaotic, and wasteful. There appears to be no locus of responsibility for unifying the activities of guidance personnel in the various agencies that play a guidance role. Unfortunately, there is no assurance that even if there were, the problem would be solved. However, the problem is urgent.

Recommendation 19. The counseling profession should exploit modern information technology to supplement its individual and personal approach to guidance.

A great deal of information can be developed about an individual, his personal, educational, and career history, his attitudes, qualifications, interests, and other characteristics. To the extent that this information can be made explicit, it can be stored--in a more useful form than the usual folder--in an information bank or library, and made accessible for use by counselors and others whenever needed. It can be combined with corresponding information about other individuals to provide statistical information for educational planning purposes, for labor market supply estimation purposes, and for a host of other uses. It can be used to facilitate evaluation of schools and school systems, and to assess the effectiveness of a variety of alternative educational procedures, including guidance services.

A great deal of information can be developed about occupations, the requirements they place upon people, the rewards they entail, the opportunities they present, and other characteristics. To the extent that this information can be made explicit, it too can be stored--in a more useful form than the usual employer's job classification system--in another information bank or library, and made accessible for use by counselors and others whenever needed. It, too, can be combined with corresponding information to describe job markets, now and to be expected, that would be very useful to counselors and others involved in guidance and employment services.

Similarly, information could be organized concerning available training programs, information services, college and vocational school openings, guidance materials, unemployed or partially employed people who would like certain kinds of employment (e.g., part-time guidance aide), and a host of other useful matters. The possibilities for using these kinds of information are many. A systematic study should be made of the possibilities.

Considerable work has already been done in the development of such systems. The New York State Department of Education is developing a comprehensive information system to meet its needs. The Chicago School Board is working toward a large information system for its 600 schools. The U. S. Office of Education is encouraging the development of information systems for individual states with the capability of providing inputs to a multi-state system, including the Basic Educational Data System (BEDS) and the Vocational Education Information System (VEIS).

The U. S. Employment Service is using and expanding an interstate Labor Inventory Communications System (LINCS) to serve placement needs. Other efforts are in various stages of planning or implementation.

The possibility that these systems can be effectively related to each other should be explored at an early date, so that efficiencies of design and use can be realized wherever possible. The counseling profession has a great stake in participating in this process.

Making the world of work more meaningful means not only promoting direct personal contacts--which may be thought of as "familiarity in the small," but also conveying to the incipient adult some useful idea of the entire world of work, in all of its aspects. Similarly, the working adult who must prepare for change, needs to know a great deal about the job market and related developments. Supplying this kind of "familiarity in the large" is simply beyond the capabilities of the unaided counselor, any school, any school system, any single agency with which he may have contact. A background system of relevant information must be developed. The National Commission on Technology, Automation, and Economic Progress acknowledged this need in the following recommendation:

> Adjusted to change requires information concerning present and future job opportunities. We recommend the creation of a national computerized job-man matching system which would provide more adequate information on employment opportunities and available workers, on a local, regional and national scale. In addition to speeding job search, such a service would provide better information for vocational choice and alert the public and policy makers to impending changes.
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> Technology and the American Economy, Report of the National Commission on Technology, Automation, and Economic Progress, January 1966, pp. 192-93.

We heartily concur with the spirit of this recommendation. The usefulness of such a system to placement counselors, and those working in agencies where employment-related services are offered, is obvious. Its use in guidance could be much more general, however.

Recommendation 20. Extensive support should be given to the development of system elements of a national manpower and occupations information system to meet current needs. Adequate attention should be paid to the desirability of coordination and interaction among these systems for them to work most effectively in meeting long-term needs.

There is no question that technology will be increasingly applied to guidance-related functions. Its application should always be made in keeping with the human needs of human beings, but what is "human" should not be interpreted too narrowly.

It should be the business of all concerned with the guidance process to find ways to apply creatively all we know to solving for each of us the most human of all problems: discovering what it is possible to become.

CHAPTER VI
SUMMARY OF RECOMMENDATIONS

RECOMMENDATIONS 1 THROUGH 6 ARE DIRECTED TOWARD INCREASING THE SUPPLY OF HIGH-QUALITY GUIDANCE SERVICES AND IN EFFECT MULTIPLYING THE SUPPLY BY MORE EFFICIENT UTILIZATION.

Recommendation 1. Added support should be given by the Office of Education and the Department of Labor to programs for improving counselor preparation and training. Beyond the common base of preparation for professional counseling, provision should be made through practicums or other forms of training for the development of special skills and knowledge required in different counseling settings.

Recommendation 2. In order to attract a larger number of able persons into guidance careers, and to keep them there once qualified, attention should be given to means for increasing salaries and improving the total working environment of counselors, wherever salary environmental conditions are seen to be limiting factors.

Recommendation 3. In view of the natural and inevitable role of the teacher in providing guidance, and because the majority of school counselors are drawn from the teaching profession, more reality-orienting content should be included in the experiences of teachers-in-training, so that they may become more effective partners to counselors in the total process of education.

Recommendation 4. Programs of continuing education should be used more extensively to recruit and equip unemployed and underemployed adults in the community to fill appropriate roles in guidance.

Recommendation 5. Deliberate programs for updating and upgrading counselors should be expanded and made a necessary part of every counselor's yearly activity, for which he should be adequately paid. Corresponding programs tailored to teachers' needs are required; and corresponding, but not identical, programs are needed for administrators. To promote mutual professional understandings and reinforcements two or more of these three groups might sit together for selected portions of the training experience.

Recommendation 6. In view of the shortage of guidance services, every means possible should be used to encourage the appropriate use of subprofessionals in the guidance process, and to provide clerical and other assistance to counselors. The use of subprofessionals will require, in addition to adequate programs designed to train them, appropriate tables of organization for the schools and agencies which use their services.

RECOMMENDATIONS 7 THROUGH 9 ARE DIRECTED TOWARD MAKING AVAILABLE TO EACH INDIVIDUAL CAREER COUNSELING AND GUIDANCE SERVICES TO ASSIST HIM IN ACHIEVING OCCUPATIONAL FULFILLMENT AS A MAJOR FACTOR IN ASSURING PERSONAL ADJUSTMENT.

Recommendation 7. The counseling profession must play a major part in assuring the provision of adequate career guidance as a significant factor in helping the individual find personal adjustment.

Recommendation 8. Intense efforts are needed to meet the needs of underutilized, unemployed, and/or disadvantaged groups for guidance, counseling and other supportive services in order that their talents may be identified, energized, developed and utilized.

Recommendation 9. Support should be given to the provision of career guidance programs and services on a continuing basis to adult workers in locations and under circumstance most accessible and encouraging for them.

RECOMMENDATIONS 10 THROUGH 14 SUPPORT THE ESTABLISHMENT OF NATIONAL AND REGIONAL EDUCATIONAL LABORATORIES AND THEIR UTILIZATION FOR RESEARCH, EXPERIMENTATION AND DEMONSTRATION WORK IN COUNSELING AND GUIDANCE, AND ALSO SUPPORT SIMILAR ACTIVITIES BY OTHER INSTITUTIONS AND ORGANIZATIONS TO THE END THAT GUIDANCE PRACTICES MAY BE IMPROVED.

Recommendation 10. We recommend that a National Laboratory for Research and Development in Guidance be established with funds authorized under Title IV of Public Law 89-10.

Recommendation 11. In addition to the establishment of the National Laboratory described above, we recommend that a portion of the activities of each of the regional educational laboratories be devoted to work in guidance, especially as it applies to the population and the problems of that region. These regional laboratory programs should be coordinated with that of the National Laboratory, but should have sufficient autonomy to assure vigorous research of high quality.

Recommendation 12. Additional experimental and demonstration work in the following areas should be supported whether or not the proposed National Laboratory and the regional laboratory programs are undertaken:

A. Estimation of counseling effectiveness under a variety of conditions.

B. Curriculum development for courses in occupational information.

C. Curriculum development for pre-employment and apprentice training courses.

D. Group and multiple counseling techniques.

E. Development of prototype support organizations.

F. Applications of information technology to guidance.

G. A warning system.

H. Development and dissemination of guidance information materials.

Recommendation 13. A new way must be found to screen supporting materials concerning specific vocations and have them readily accessible both to students and counselors on demand.

Recommendation 14. In the interim, we recommend that the Occupational Outlook Handbook and the Dictionary of Occupational Titles be routinely distributed to all secondary schools which do not already have them.

RECOMMENDATIONS 15 THROUGH 20 ARE AIMED AT GIVING MEANING AND VITALITY TO CONCEPTS OF "THE WORLD OF WORK" ON THE PART OF CLIENTS BY DRAWING ON THE RESOURCES OF THE ENTIRE COMMUNITY FOR HIGH-QUALITY CAREER INFORMATION, THE BEST IN CAREER COUNSELING INSIGHTS AND TECHNIQUES INCLUDING MODERN INFORMATION TECHNOLOGY, CO-ORDINATION OF COUNSELING AND GUIDANCE SERVICES AMONG VARIOUS AGENCIES, AND FOR CONTRIBUTING TO THE DEVELOPMENT OF A NATIONAL MANPOWER INFORMATION SYSTEM.

Recommendation 15. The school counselor should draw much more extensively upon the huge latent resources of the community to assist in providing career guidance.

Recommendation 16. Proposals should be solicited from industry, the universities, and elsewhere for the formation of task forces that could provide a strong nucleus of experts to assist local communities in enriching their guidance programs.

Recommendation 17. Support should be given to inserting reality into the learning experiences of students by the use of games, simulations, and role-playing experiences in schools. Counselors should take the lead in adopting these techniques where they show promise.

Recommendation 18. A major study should be undertaken to develop ways of more effectively unifying the services performed by guidance personnel in various settings, to make the longitudinal process more meaningful and more effective from the client's point of view.

Recommendation 19. The counseling profession should exploit modern information technology to supplement its individual and personal approach to guidance.

Recommendation 20. Extensive support should be given to the development of system elements of a national manpower and occupations information system to meet current needs. Adequate attention sould be paid to the desirability of coordination and interaction among these systems for them to work most effectively in meeting long-term needs.

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Appendixes to CAREER GUIDANCE

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APPENDIX I

Commissioner Howe Names Advisory Committee on Guidance

U. S. Commissioner of Education Harold Howe II appointed a 12-member Counseling and Guidance Advisory Committee on March 10. The group will advise the USOE on present and future counseling and guidance programs which it administers and examine USOE programs in relation to those administered by the Office of Economic Opportunity, U. S. Employment Service, Vocational Rehabilitation Administration, and other Federal agencies.

In announcing the appointments, Howe said an advisory group was needed because of the "growing public and professional interest in guidance and counseling as a useful working tool that is being used increasingly and with growing success at all levels of education."

Named to the Advisory Committee, which will hold its first meeting in Washington March 21 and 22, were:

Leonard J. De Layo, State Superintendent of Public Instruction Santa Fe, N. M.
Dr. Charles R. DeCarlo, Director, Systems and Research Development, I.B.M., Inc., Armonk, N. Y.
Dean Kenneth W. Kindelsperger, Raymond A. Kent School of Social Work, University of Louisville.
Judge Mary C. Kohler, Consultant to Anti-Poverty Operations Board, New York City
Professor William B. Levenson, Western Reserve University
Charles Odell, Director, Older and Retired Workers Department, United Auto Workers, Detroit
Joe P. Maldonado, Executive Director, Youth Opportunities Board of Greater Los Angeles
Wesley P. Smith, State Director of Vocational Education, Sacramento, Calif.
Dr. Robert V. Stripling, Head, Personnel Service, University of Florida
Dr. Edmund G. Williamson, Dean of Students, University of Minnesota
Grant Venn, Wood County Superintendent of Schools, Parkersburg, W. Va.
Dr. Matthew N. Cooper, Professor of Educational Psychology, Texas Southern University

APPENDIX II

A NATIONAL INTERDISCIPLINARY SEMINAR ON GUIDANCE IN VOCATIONAL EDUCATION: GUIDELINES FOR RESEARCH AND PRACTICE

January 12, 13, and 14, 1966

The Center for Vocational and Technical Education
980 Kinnear Road
The Ohio State University
Columbus, Ohio

Directory of Projects

Early in the planning of this national interdisciplinary seminar, Guidance in Vocational Education: Guidelines for Research and Practice, it became apparent that many of the persons who were interested in attending the seminar were themselves involved in special projects which were very pertinant to our chosen topic. The pending conference represented an excellent opportunity for the exchange of information concerning current and recently completed projects. Furthermore, the participants could serve as resource persons for each other. Toward these ends, everyone who expressed an intent to participate in the seminar was asked to submit a list of the projects in which they were involved. As indicated by the following list of projects, the response rate was very high. We were delighted to learn that so many were doing so much in the area of guidance!

To supplement the list provided by the participants, a cursory review was made of the projects which were approved and funded by the U. S. Office of Education during the fiscal year 1965. Thus, some of these projects have been included in the inventory also. Science Information Exchange, The Center for Research in Careers, and other sources provided additional information concerning relevant projects. However, it should be noted that speeches and articles of special interest as well as research projects have been included in the list. They too represent sources of innovations. Many projects have been listed although they have not yet been completed and may still be in the planning stages.

Of course such a brief listing cannot be complete--it is not meant to be. The inventory is meant to give only an impression of what is currently being done in guidance as it relates to vocational education. It is also hoped that the inventory will serve as a catalyst in the exchange of information among the participants of the seminar. The person sitting (or standing) next to you may be able to help with that problem which you have in the planning of your next project or the innovation you wanted to undertake in your guidance program.

Melvin L. Gray
Research Associate in Psychology

1. DEVELOPMENT AND EVALUATION OF VOCATIONAL EDUCATION PROGRAMS

Investigator	Title
*Ago Ambre Chief, Occupational Outlook Service Washington, D. C.	Preparation of an Occupational Training Guidebook
*Oran B. Dent Miami University Oxford, Ohio	Humanistic, as against broadly technological, orientations toward the future development of the "good" society
Harold A. Edgerton Performance Research Inc. Washington, D. C.	Models for prediction of success of training programs
Russell Furse The Brooks Foundation Santa Barbara, California	Multi-purpose film on the Vocational Education Act of 1963
*Ralph O. Gallington Southern Illinois University Carbondale, Illinois	Demonstration project in vocational education programs
	An appraisal of the supervised job training programs
*Anna M. Gorman University of Kentucky Lexington, Kentucky	Institute for teaching in occupational training courses involving home economics knowledge and skill
*Wallace B. Gossett Proposed Greene Joint Vocational School Xenia, Ohio	Establishment of the Greene Joint Vocational School: A joint vocational school to serve two city systems and four county schools in Ohio
*H. M. Hamlin Center for Occupational Education University of North Carolina Raleigh, North Carolina	Criteria and procedures for the evaluation of occupational education
	Policy-making, organization and finance for occupational education
**John E. Harmon U. S. Chamber of Commerce 1615 H Street, N. W. Washington, D. C.	Developing a program of public information: image building in vocational-technical education

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*The Investigator is present at the Seminar.

**Information concerning the project is at the display table.

Investigator	Title
*J. Alex Hash Agricultural Education Clemson University Clemson, South Carolina	Constructing evaluation instruments for use with the modules developed at Ohio State in the areas of ornamental horticulture, agricultural sales and service, and farm mechanics
*Lewis H. Hodges University of Michigan Ann Arbor, Michigan	Leadership development project for vocational and technical education
*W. H. Hollins Alabama A & M College Normal, Alabama	A demonstration project in cooperative education for technicians and four-year students in business administration
*Mary A. Hood State Office Building Frankfort, Kentucky	Development of a philosophy and objectives for vocational education in Kentucky
J. Kenneth Little and Gerald Somers Center for Studies in Vocational and Technical Education The University of Wisconsin	Follow-up studies of students in vocational education courses
*H. H. London University of Missouri Columbia, Missouri	A 2-year follow-up of 500 MDTA trainees
	The relationship of practical arts and vocational education to the holding power of the comprehensive high school
William G. Loomis State Department of Education Division of Community Colleges and Vocational Education Salem, Oregon	A system for planning, implementing and evaluating vocational education
J. W. McDaniel San Bernardino Valley College San Bernardino, California	Project NOTIFY--needed occupational television instruction for youth
Roy W. Roberts University of Arkansas Fayetteville, Arkansas	Contribution of vocational education to actual occupations of former homemaking students
Jerry M. Rosenberg Columbia University New York, New York	The need for a renewed conception of vocational education

Investigator	Title
*C. Paul Sherck Trade and Industrial Education Kent State University Kent, Ohio	Evaluations of change in "self concept" in students of occupational work experience programs
*Glen L. Weaver Supervisor of Guidance Services State Department of Education Salem, Oregon	Development of a "proposed pattern" which can be adapted by schools desiring to participate in vocational projects with vocational education funds

2. CAREER PATTERNS AND VOCATIONAL CHOICE

*John O. Crites University of Iowa Iowa City, Iowa	Vocational development and vocational education in adolescence
Ruth Dales Florida State University Tallahassee, Florida	Factors related to educational and vocational aspirations
Gordon A. Dudley and Wallace J. Fletcher Center for Research in Careers Graduate School of Education Harvard University Cambridge, Massachusetts	Personality determined career and entrepreneurial behavior: notes and comments on a dialogue
Otis D. Duncan The University of Michigan Ann Arbor, Michigan	Socioeconomic background and occupational achievement: Extension of a basic model
Robert A. Ellis University of Oregon Eugene, Oregon	Planned and unplanned aspects of occupational choices by youth
Warren D. Gibbons Regis College Weston, Massachusetts	A longitudinal study of career development
Janet Giele and Anne Roe Center for Research in Careers Harvard University Cambridge, Massachusetts	Bibliography on careers

Investigator	Title
Robert E. Grinder University of Wisconsin Madison, Wisconsin	Influences of the father's job and social status on the occupational and social goals of youth
*Roy B. Hackman Temple University Philadelphia, Pennsylvania	Interest measurement and vocational choice An application of decision theory to vocational guidance
Brian Heath University of Pittsburgh Pittsburgh, Pennsylvania	The prediction of occupational status for non-college-going high school graduates
*Kenneth B. Hoyt College of Education State University of Iowa Iowa City, Iowa	Specialty oriented student research program
Violet Kugris and David V. Tiedeman Graduate School of Education Harvard University Cambridge, Massachusetts	"You ought to study...:" Method and results in relation to the election of a curriculum in secondary school
J. Kenneth Little Center for Studies in Vocational and Technical Education The University of Wisconsin	The occupations of non-college going youth
*Samuel H. Osipow Pennsylvania State University University Park, Pennsylvania	Personality factors in educational-vocational decisions
*Mary P. Pace Hudson High School Hudson, Ohio	Research in attitude change
Anne Roe and Rhoda Baruch Center for Research in Careers Graduate School of Education Harvard University Cambridge, Massachusetts	Factors influencing occupational decisions: a pilot study
*David L. Russell Ohio University Athens, Ohio	Identification processes as a function of vocational choice, achievement, and personality

Investigator	Title
R. Garry Shirts Pupil Personnel Service Department of Education San Diego, California	Career simulation for sixth grade pupils
Robert Smith University of Michigan Ann Arbor, Michigan	Work orientations of teenagers
Donald E. Super Teachers College Columbia University New York	Floundering and trial after high school
*David V. Tiedeman Center for Research in Careers Graduate School of Education Harvard University Cambridge, Massachusetts	Career pattern studies: Current findings with possibilities The organization of a proposed data and educational system for vocational decision-making

3. GUIDANCE PROGRAMS

*Arch Alexander Supervisor of Special Services Stillwater, Oklahoma	The involvement of school counselors and vocational teachers in joint workshops
James E. Bottoms State Department of Education Atlanta, Georgia	Developing a program of student personnel services for area vocational-technical schools
*LeRoy B. Cavnar Department of Vocational Education State Office Building Denver, Colorado	Counselor and vocational teacher interaction and cooperation for quality vocational programs
*Ronald Corwin Sociology Department The Ohio State University Columbus, Ohio	Staff conflicts in the public school
Donald Frank Health and Welfare Council 22 Light Street Baltimore, Maryland	Counseling Clinics (counseling and instruction in how to find a job)

Investigator	Title
*G. Dean Miller State Department of Education St. Paul, Minnesota	Outcomes of secondary guidance programs
*Phil Perrone 400 Babcock Drive University of Wisconsin Madison, Wisconsin 53706	Combined vocational education-guidance project
**Clodus R. Smith The University of Maryland College Park, Maryland	Vocational-technical education staff development program
*James W. Smith State Board of Vocational Education Springfield, Illinois	Vocational guidance aspects of the Illinois State plan for vocational education
*C. O. Tower Research and Survey Service State Department of Education Columbus, Ohio	The use of data processing in the administration of vocational education programs
*Richard A. Turner Department of Education Frankfort, Kentucky	A "total" guidance program for the vocational-technical school
*Charles E. Weaver Department of Education Columbus, Ohio	Change: By choice or chance (Report of 13th annual All Ohio Guidance Conference) Guidance is emphasized in the Vocational Education Act of 1963

4. INNOVATIONS IN GUIDANCE

Zelpha Bates California State College at Long Beach, California	Development of an instrument for evaluating social readiness for employment
*Robert E. Campbell Center for Vocational-Technical Education The Ohio State University	A new instrument for the diagnosis of study skill and attitude problems
Harry B. Coholan Everett Chamber of Commerce 425A Broadway Everett 49, Massachusetts	The Everett Plan--a program of planned extracurricular activities designed to prepare high school students for the transition from school to the world of work

Investigator	Title
Wesley L. Face and Eugene R. Flug Stout State University Menomonie, Wisconsin	Establishment of a course of study in American industry as a transitional subject between general and vocational education
*Claude W. Howard Lafayette Area Vocational-Technical School Springhill Drive Lexington, Kentucky	MDTA guidance and counseling: report on the pilot MDTA guidance program
Robert Kahn University of Michigan Ann Arbor, Michigan	Study of youth in high school, at work, and unemployed
John Krumboltz Stanford University Stanford, California	Increasing task oriented behaviors research
	Vocational problem-solving experiences for stimulating career exploration and interest
George A. Walsh National Educational Industrial Foundations Philadelphia, Pennsylvania	Study of a new approach to vocational guidance through the use of exhibits and displays
Robert Zeller State Department of Public Instruction Springfield, Illinois	Use of a mobile vocational guidance unit--a pilot project

5. MANPOWER UTILIZATION

Investigator	Title
*LeRoy B. Cavnar Department of Vocational Education State Office Building Denver, Colorado	Advantages to employers--vocational education graduates versus general education graduates
*Roy D. Dillon Morehead State College Morehead, Kentucky	Employment opportunities and usable agricultural skills in non-farm agricultural occupations in Appalachia
	Employment opportunities and competencies needed in non-farm agricultural occupations in Appalachia

Investigator	Title
*Division of Research and Statistics Bureau of Unemployment Compensation Columbus, Ohio	Educational attainment of jobseekers registered for employment with the Ohio State Employment Service
*Anna M. Gorman University of Kentucky Lexington, Kentucky	Employment opportunities research
*William O. Hall University of Kentucky Lexington, Kentucky	Occupational study to determine the needs for vocational-technical programs in a 20 county area in central Kentucky
	Statewide study of training needs for medical and health service occupations
*R. W. Hogard Vocational Guidance State Office Building Topeka, Kansas	The promotion of vocational education in Kansas
*Mary Alta Hood State Office Building Frankfort, Kentucky	A pilot project to obtain opinions of industrialists as to the role of the public schools (kindergarten through college, vocational schools, and guidance personnel) in the preparation of youth and adults for the world of work
Harry V. Kincaid Stanford Research Institute Stanford, California	Supply and demand factors affecting vocational education planning
*Austin G. Loveless Research Coordinating Unit Utah State University Logan, Utah	The status of and need for industrial education in the public schools of Utah
*Clair E. Naftzger Lorain County Community College Lorain, Ohio	What states have a technically trained labor force
	What states are providing a technical trained labor force
	Classification of occupations in terms of growth or decline
*Herbert S. Parnes The Ohio State University	Technical manpower preparation
	Successful labor market

Investigator	Title
**Irving Ratchick, Chief Bureau of Guidance The State Department of Education Albany, New York	Proposal to promote closer cooperation between local guidance personnel and the New York State Employment Service
**U. S. Chamber of Commerce 1615 H Street, N. W. Washington, D. C.	Manpower development and training kit The development of our Manpower Resources Target: Employment

6. OCCUPATIONAL INFORMATION

James Albracht Michigan State University East Lansing, Michigan	Determining vocational competencies for the performance of essential activities for sales personnel in the feed industry and the sites at which the competencies can be taught
*Kesy H. Arnold Winthrop College Rock Hill, South Carolina	Pilot programs in Home Economics Development of a bibliography of resource materials relating to occupations using Home Economic knowledge and skills
**Bureau of Hearings and Appeals Social Security Administration Washington, D. C.	Training guide in the use of the Dictionary of Occupational Titles (Third edition) Volumes I and II
D. D. Cahoon Counseling Psychology VA Hospital St. Cloud, Minnesota	Experimental programmed instruction in vocational counseling
*John Cogswell Systems Development Corp. Santa Monica, California	College and career information for high school pre-technology students Explorations in computer-assisted counseling
**J. Edward Dickerson Cleveland Youth Opportunity Center 799 Rockwell Avenue Cleveland, Ohio	Youth-parent guidance workshop
*Arnold J. Freitag State Department of Education Tallahassee, Florida	Development of locally produced taped-film strips as a device for pupil personnel workers to use in acquainting their students to the community vista of career and work opportunities

Investigator	Title
*Norman K. Hoover Department of Agricultural Education Pennsylvania State University University Park, Pennsylvania	Handbook of agricultural occupations
**Charles E.Hopkins Atlanta Public Schools Administration Building Atlanta, Georgia	Career exploration, guidance, and mass media
Joseph Impellitteri Pennsylvania State University University Park, Pennsylvania	A study of computer-programmed occupational information
*George A. Jeffs Clark High School Las Vegas, Nevada	Methods of offering educational and occupational information
J. Kenneth Little University of Wisconsin Madison, Wisconsin	Conference on occupational data requirements for education
Donald Maley University of Maryland College Park, Maryland	Identification of occupational clusters and development of outlines for high school training careers
*Ann Martin University of Pittsburgh Pittsburgh, Pennsylvania	A multi-media approach to communicating occupational information to non-college youth
*Philip Perrone and Gerald Somers Center for Studies in Vocational and Technical Education The University of Wisconsin	An evaluation of the use of occupational data in the vocational counseling of high school students
*Bernadine H. Peterson University of Wisconsin Madison, Wisconsin	The development and demonstration of a coordinated and integrated program of occupational information selection, and preparation in a secondary school
*Richard D. Snyder Director, Job Information Service National Association of Manufacturers 277 Park Avenue New York, New York 10017	Job Information Service (will make available to high school counselors information on areas of employment that will accept employees with a high school education or less)

7. RESEARCH IN GUIDANCE AND VOCATIONAL EDUCATION

Investigator	Title
Charles Hill Cornell University Ithaca, New York	The further development of research competencies of personnel in vocational education research and development
**David R. Krathwohl Syracuse University Syracuse, New York	How to prepare a research proposal
Virgil S. Lagomarcino Iowa State University Ames, Iowa	Interdisciplinary research and development in vocational and technical education: non-metropolitan areas
Joseph F. Murphy State Department of Education Hartford, Connecticut	Establishment of an occupational research and development coordinating unit
Armas W. Tamminen Minnesota Department of Education St. Paul, Minnesota	The relationship between guidance research programs and changes in student behavior
*Richard S. Weiner Bureau of Guidance State Education Department Albany, New York	Research information service on guidance and counseling in New York State

8. SPECIAL POPULATIONS

Harry A. Becker Norwalk Board of Education Norwalk, Connecticut	A pilot project to develop a program of occupational training for school alienated youth
*Frederick Bertolaet and Donald M. Brill Great Cities Program for School Improvement Chicago, Illinois	Conferences on vocational education relating to: disadvantaged youth, occupational needs, and curriculum development
Earl R. Burrows Colorado State Department of Education Denver, Colorado	Analysis of dropout statistics in selected Colorado school districts

Investigator	Title
*Robert Campbell Center for Vocational-Technical Education The Ohio State University and Darrell Hart Pennsylvania State University University Park, Pennsylvania	Differential diagnosis and differential treatment of underachievers
*LeRoy B. Cavnar Department of Vocational Education State Office Denver, Colorado	Educational provisions for disadvantaged youth
Fred Cook Wayne State University Detroit, Michigan	Opportunities and requirements for initial employment of school leavers with emphasis on office and retail jobs
*Oran B. Dent Miami University Oxford, Ohio	The attitudes of undergradutate college students toward the work adjustment of the blind
John L. French Pennsylvania State University University Park, Pennsylvania	Employment status and characteristics of high school dropouts of high ability
*Jerry F. Gaither Division of Vocational Education T. E. A. Building Nashville, Tennessee	Occupational training for disadvantaged youth Occupational training of the mentally retarded
*Ralph O. Gallington Southern Illinois University Carbondale, Illinois	An investigation of the fate and probable future of high school dropouts and potential dropouts Basic criteria for identifying potential high school dropouts
**B. P. Grimes, M.D. St. Peter State Hospital Pouch "A" St. Peter, Minnesota	Intensive Vocational Services Project
*Roy E. Hackman Temple University Philadelphia, Pennsylvania	Rehabilitation counseling
John Harp Cornell University Ithaca, New York	Post high school migration and vocational choice patterns of students from an economically depressed area

Investigator	Title
*Lewis H. Hodges University of Michigan Ann Arbor, Michigan	Experimental program to increase the employability and parole success of young offenders
C. R. Jeffery Washington School of Psychiatry Washington, D. C.	Preparation of the disadvantaged for vocational training
*George A. Jeffs Clark High School Las Vegas, Nevada	The influence of occupational information counseling on mentally retarded high schools boys
*H. H. London University of Missouri Columbia, Missouri	The attitudes of slum versus suburban dwellers toward manual occupations and vocational education
*Mary Dunnington Mitchell Concord-Carlisle High School Concord, Massachusetts	Work-study program for potential dropouts
*Samuel H. Osipow Pennsylvania State University University Park, Pennsylvania	Development of a counseling program for alienated adolescents in a junior college setting
*Bernadine H. Peterson University of Wisconsin Madison, Wisconsin	Meeting the needs of the culturally deprived, and potential dropouts in the Madison public schools
Lloyd J. Phipps University of Illinois Urbana, Illinois	Improved opportunities for disadvantaged youth through vocational oriented education
*David L. Russell Ohio University Athens, Ohio	Counseling disadvantaged youth and adults
*Obed L. Snowden Mississippi State University State College, Mississippi	Special education in vocational agriculture for disadvantaged high school youth
**William F. Springer Health and Welfare Council 22 Light Street Baltimore, Maryland	Older worker project (retraining unemployed workers over 50 years of age)
Theodore K. Steele New York Institute of Technology New York, New York	Experimental program for training and retraining older workers, unemployed youth, and disadvantaged sections of the population

Investigator	Title
**Bernard Stern Jewish Occupational Council 150 Fifth Avenue New York City	A study of the influence of follow-up counseling on the employability of disabled workshop trainees
Clyde E. Sullivan Staten Island Mental Health Society New York, New York	The social restoration of young offenders
Thomas J. Sweeney University of South Carolina Columbia, South Carolina	A developmental program for vocational counselors directed toward serving disadvantaged youth more effectively

9. STUDENT SELECTION

Investigator	Title
*Arthur Binnie Chairman, Technology Division 12401 Southeast 320th Auburn, Washington	An investigation of the characteristics of students registered in technical and vocational programs as opposed to their academic counterparts
*Oran B. Dent Miami University Oxford, Ohio	The equivalence of the Kuder Vocational Preference Record Form CH to a simple vocational preference rank technique
	The relationship of Kude preferences to rightist or leftist leanings as measured by the Polarity Scale (Tomkins)
*Paul H. Gatsch Columbus Area Technician School 557 Mt. Vernon Avenue Columbus, Ohio	Tests and other "predictors" of success for students entering a two year technical training course
*Anna M. Gorman University of Kentucky Lexington, Kentucky	Success factors of home economic graduate students
*Norman K. Hoover Department of Agricultural Education University Park, Pennsylvania	Agricultural interest inventory
*C. J. Krauskopf University of Missouri Columbia, Missouri	Study of clinical prediction through the use of feedback training
	Alternatives to multiple regression prediction

Investigator	Title
*H. H. London University of Missouri Columbia, Missouri	Problems, practices, and perceptions of Missouri counselors in the selection, placement, and follow-up of vocational education students in Kansas
George Mallinson Western Michigan University Kalamazoo, Michigan	Characteristics of non-college vocationally oriented school leavers and graduates
Willard E. North Central Missouri State College Warrensburgh, Missouri	Effectiveness of selected psychological tests in predicting vocational success
*Paul A. Payne University of Cincinnati Cincinnati, Ohio	Counselor prediction Placebo effects of testing
*Dale J. Prediger University of Toledo Toledo, Ohio	Validation of counseling-selection data and evaluation of supplementary programs for vocational students
*Ralph M. Stogdill The Ohio State University	Motivational and supervisory factors related to achievement in occupational training
Barbara Tate National League for Nursing New York City	Identifying characteristics of practical nursing students for use in guidance and selection
Maurice M. Tatsuoka University of Hawaii	Joint-probability of membership and success in a group: an index which combines the information from discriminant and regression analysis as applied to the guidance problem
Ronald Taylor Ferris State College Big Rapids, Michigan	Interest and ability pattern comparison of successful and unsuccessful male college students in technical and associate degree programs
Charles Turner Central Florida Junior College Ocala, Florida	Identifying successful technical students in junior colleges

10. TRAINING OF GUIDANCE PERSONNEL

Investigator	Title
*Robert Campbell and Melvin Gary Center for Vocational-Technical Education The Ohio State University	National survey of the training and junctions of guidance counselors in vocational education
*LeRoy B. Cavnar Department of Vocational Education State Office Building Denver, Colorado	Counselor training for vocational education
Huey E. Charlton Atlanta University Atlanta, Georgia	A short course for secondary school counselors on vocational and technical trainings and employment opportunities
*Donald L. Frick Colorado State University Fort Collins, Colorado	A follow-up study of counselors who participated in a four week training program
Donald L. Frick and Cordon G. McMahon	Training programs for vocational counselors
*R. W. Hogard State Office Building Topeka, Kansas	The inclusion of a practicum experience in a vocational setting as part of counselor training
Fred D. Holt University of Georgia	Short term training program for counselors
*O. E. Kjos University of Idaho Moscow, Idaho	Development of a vocational counseling curriculum
*Paul Muse Indiana State University Terre Haute, Indiana	Development of counselor training program
Howard E. Mitchell University of Pennsylvania Philadelphia, Pennsylvania	Counselor institute and follow-up workshop project
*Charles W. Nichols Division of Vocational Education Kent State University Kent, Ohio	A pilot program to prepare vocational counselors

Investigator	Title
*Philip A. Perrone Center for Studies in Vocational and Technical Education The University of Wisconsin	A survey of current practices and skills in preparing and upgrading counselors in vocational guidance
*Mrs. Margaret Riley Coordinator of Student Services Springfield and Clark County Technical Education Program Springfield, Ohio	Springfield area Chamber of Commerce Seminar to orient counselors, "Opportunities for the qualified"
*Edward D. Smith Department of Public Instruction Harrisburg, Pennsylvania	A pilot program of in-service training for the upgrading of counselor skills in working with students planning to attend an area vocational-technical school

11. CONFERENCES

Past

Carl McDaniels George Washington University	Work conference to develop guidelines for supplementation of counselor educational curricula in the vocational aspects of guidance and counseling (December, 1965)
Mary A. Warren University of Oklahoma	Conference to identify concepts important to youth orientation to the world of work (1965)
**Phyllis Wilson Queens College New York City	New directions in vocational guidance-An institute for counselor education (October, 1965)

Future

*Frederick Bertolaet The Research Council of the Great Cities Program for School Improvement Chicago, Illinois	Regional conference on education, training, and employment (1966)
*Ann Martin University of Pittsburgh	A multi-media approach to communicating occupational information to non-college youth (March, 1966)

Investigator	Title
*National Vocational Guidance Association	An invitational conference to examine the implications of current trends in career development theory and research for school curriculum (May, 1966)

12. CENTERS

*Robert Craig Daly City, California	Center for Technological Education
Howard W. Dillon Harvard University	Information Center on Individual Differences
Robert A. Ellis University of Oregon Eugene, Oregon	Center for Research in Occupational Planning
**Edmund W. Gordon Yeshiva University New York City	Information Retrieval Center on the Disadvantaged
Selz Mayo North Carolina State Raleigh, North Carolina	Center for Research, Development and Training in Occupational Education
**Ann Roe Harvard University	Center for Research in Careers
**Gerald Sommers and Kenneth Little The University of Wisconsin	Center for Research and Development of Vocational-Technical Education and Training (This Center will publish The Journal of Human Resources.)
*Robert E. Taylor The Ohio State University	The Center for Research and Leadership Development in Vocational and Technical Education
Leonard J. West The City University of New York	The Preparation of Urban School Personnel

APPENDIX III

Summary of a Report on the School Counselor

In 1962, the American Personnel and Guidance Association asked Dr. C. Gilbert Wrenn (1962), Professor of Educational Psychology at the University of Minnesota, to "look into the future of society, of education, and of the role and preparation of the professional counselor" in an effort to determine an answer to the question, "How can boys and girls and young men and women now in school best be prepared to cope with the problems they will face twenty years from now?"

To assist Dr. Wrenn in this task, the APGA appointed an advisory commission--the Commission on Guidance in American Schools. This Commission was composed of the following persons:

Dael L. Wolfle, Executive Officer, American Association for the Advancement of Science, Chairman

C. Gilbert Wrenn, Professor of Educational Psychology, University of Minnesota, Project Director

Dugald S. Arbuckle, Professor of Education, Boston University

Kenneth Erickson, Principal, Benson Polytechnic High School, Portland, Oregon

John H. Fischer, Dean, Teachers College, Columbia University

Nicholas Hobbs, Chairman, Division of Human Development, George Peabody College for Teachers

Walter F. Johnson, Professor of Education, Michigan State University

Seymour M. Lipset, Professor of Sociology, University of California

George E. Mowrer, Director of Education in Charge of Guidance, St. Louis (Missouri) Schools

Merle M. Ohlsen, Professor of Education, University of Illinoise

Irene B. Taeuber, Office of Population Research, Princeton University

Thelma Gwinn Thurstone, Professor of Education and Project Director, Psychometric Laboratory, University of North Carolina

Samuel A. Stauffer, Professor of Sociology, Harvard University

Financial support for the project was provided by a grant from the Fund for the Advancement of Education.

Dr. Wrenn made three specific sets of recommendations in the study, as follows:

A. The School Counselor's Task

1. That the counselor recognize that of the multifold functions of the school in developing intellectual, social, and vocational competencies the primary and most unique function of the school is that of the development and use of the intellect; that he ally himself with this intellectual core effort as he works with both students and staff.

2. That primary emphasis in counseling students be placed on the developmental needs and decision points in the lives of the total range of students rather than upon the remedial needs and the crisis points in the lives of a few students, with the major goal of counseling being that of increased self-responsibility and an increased maturity in decision-making upon the part of the student.

3. That the school counselor attempt to keep abreast of changes in the occupational community and in the world culture into which a student will move. This can be approached through the reading of at least one book or two reports a year in each of these areas; labor force changes and projections; family life; governmental responsibility; the nature of the American economy; and the intercultural or world culture developments.

4. That problems of motivation, aptitude, and learning be seen as basic and interrelated aspects of human behavior about which the school counselor must be informed substantially beyond the point of popular understandings.

5. That counselors understand that they tend to be security-oriented, in part because they relate themselves more easily to the past than to the future, in part because they safeguard their influential relationship with students in the direction of "safe" decisions. But safety for the present may mean disaster for the future. Counselors need to balance undue caution with a risk-taking orientation which will encourage students to look to the future and to dare to be intellectual and vocational pioneers.

6. That vocational choice been seen as a process extending over years and not as an event, that the student be helped to make a series of choices as he becomes increasingly realistic about himself and the occupational world, that urging a student to "make up his mind" in the sense of a final settlement may be considerably more harmful than helpful.

7. That the recognition and encouragement of latent talent and creativeness be understood to require tools and understandings of a special sort which the counselor must actively develop. This takes self-understanding and courage upon the part of the counselor because the talented student who is creative and intellectually unconventional may be something of a threat to the teacher and the counselor. Parents, too, need understanding and encouragement as they relate themselves to the child's often unexpected and singular talents.

8. That the school counselor's understanding of human behavior and of the other person's need for acceptance and encouragement be at the disposal not only of students but of teaching colleagues, administrators, and parents. In being directly helpful to them he is indirectly helpful to the students whom they influence.

B. The Changing Guidance Program and the Counselor

1. That national, state, and local school boards and other agencies consider the development of highly competent school counseling services an area of critical need in view of the necessity for children and youth to adapt readily to the changing scientific, technological, and social cultures which affect their personal lives and the life of the nation.

2. That the professional job description of a school counselor specify that he perform four major functions: (a) counsel with students, (b) consult with teachers, administrators, and parents as they in turn deal with students, (c) study the changing facts about the student population and interpret what is found to school committees and administrators, (d) coordinate counseling resources in school and between school and community. From two-thirds to three-fourths of the counselor's time, in either elementary or high school, should be committed to the first two of these functions. Activities that do not fall into one of these four areas neither should be expected nor encouraged as part of the counselor's regular working schedule.

3. That a local school administration is justified in stating that it has a counseling program only when the school has qualified counselors in sufficient number to meet the needs for counseling of all students. An instructional program assumes qualified teachers in sufficient number to meet instructional needs, and a counseling program must be defined by similar criteria. The ratio of counselors to students (counseling load) is determined by the educational and developmental needs of students and the adequacy of the total school program to meet these needs. A ratio of the general magnitude of one full-time qualified counselor to each 300 high school students, with the ratio of students to counselor somewhat higher in the elementary school, is proposed as a reasonable expectation if the counselor is to discharge the four functions defined in Recommendation 2 of this chapter.

4. That the pupil personnel program of a school be defined as that combination of services rendered by a team of pupil personnel specialists--school counselor, school psychologist, school social worker, school health officer, and school attendance worker. These specialists work in close relationship to teachers and administrators and are of service to them as they are to students and parents.

5. That pupil personnel services rendered by school counselors, school psychologists, school social workers, and related specialists be accepted as an essential part of the school program, as essential as instruction and administration, and that the minimal budget allocated to such services be somewhere within the range of five to eight percent of the total budget of the school or school system.

6. That the school board employ counselors who are first of all technically competent and sensitive to others but, all other things being equal, they employ the counselor who is the more widely read, the more traveled, and the more culturally mature.

7. That school boards and school administrators be increasingly attentive to the quality of the individuals they select to serve as counselors and be willing to compensate the better qualified counselors accordingly.

8. That adequate clerical help, or dictating equipment plus clerical help, be provided by school boards, so that excessive clerical responsibilities do not vitiate the counselor's major functions.

9. That counseling in the elementary school be considered vital to the welfare of both the children and the nation, but that continuing study be made of this function since the actual course of counseling development in the elementary school has not yet been charted. In the elementary school the identification of talents and of early patterns of development is the joint responsibility of teacher, counselor, and other pupil personnel specialists. The responsibility of the counselor for identification is clear, but the relationships between these personnel overlap to a greater degree than in the secondary school. Clearly, also it is the responsibility of the counselor to provide realistic social and vocational orientation in the elementary school, particularly for the students who terminate their formal education at this level. To be kept in mind, however, is the conclusion from recent studies that students in the junior high school and earlier are often psychologically unready to make a reasoned vocational choice although they may profit from vocational discussion and exploration.

C. The School Counselor--Professional and Personal

1. That state certifying agencies for counselors and graduate faculties in counselor education specify that, in addition to essential professional courses and experiences, two other major cores be required in the counselor education curriculum; one major core is in the field of psychology, another in the social and other behavioral sciences, the two combined to represent a minimum of from one-third to one-half of the course work required for certification.

2. That the minimal two-year graduate program in counselor education include: (a) two major cores in psychology and the social sciences as described in Recommendation 1, (b) adequate orientation in educational philosophy and school curriculum patterns, (c) applied or professional courses as described in the text to the extent of not more than one-fourth of the total graduate programs, (d) supervised experience in both counseling and planned group leadership to the extent of not less than one-fourth of the total graduate programs, (e) an introduction to the understanding and utilization of changing research concepts, (f) an introduction to the problems of ethical relationships and legal responsibilities in counseling.

3. That the graduate courses in counselor education be taught by faculty qualified in the respective areas involved, i.e., psychology courses by psychologists, counseling theory and technique courses by faculty who are both qualified in psychology and experienced in counseling, social science courses by social scientists; occupational information, psychological measurement, and research courses by qualified scholars in the areas involved.

4. That supervised counseling experience be required in every pattern of counselor certification; that certification be granted only upon the satisfactory completion of this experience and the recommendation of the graduate faculty involved.

5. That state certifying agencies for counselors and graduate faculties in counselor education understand that, although most counselors will continue to have a background in teaching, there is a rich reservoir of talent for counseling in fields other than teaching. Teaching experience is not always essential, provided there is required a substantial block of supervised counseling experience in a school setting.*

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*Dugald Arbuckle registers a dissent to the use of the last four words of this recommendation. He would omit these words. Kenneth A. Erickson registers a dissent to the last sentence of this recommendation.

6. That the counselor certification requirements in each state be viewed as minimal and be periodically re-examined in the light of changing educational and social conditions and changing standards of quality performance in counseling. This examination and the statement of appropriate modifications should involve the coordinated effort of the state department of education, state professional associations, and the graduate counselor education faculties of the state.

7. That counselors be prepared whose specific function will be to assist adults in educational and vocational planning and personal adjustment as they resume formal education at different periods in their lifetime.

8. That school counselors consider that their professional education, both broadly and specifically conceived, is never complete; that they give such continuing attention to a broadening of their cultural development that the amount of time devoted to reading, travel, concerts, and similar activities be even more than that given to professional up-dating.

APPENDIX IV

On the Effectiveness of Counseling

Several longitudinal studies have analyzed the relation between test scores and later vocational choices or indices of vocational adjustment. Thorndike and Hagen (R. L. Thorndike and Elizabeth Hagen, Ten Thousand Careers, New York: Wiley, 1959) tried to relate extensive test data on 17,000 aviation cadet applicants to their biographical and vocational history thirteen years later. The results showed considerable correspondence between test scores and type of work but did not predict on various criteria of job adjustment. This however was biased by the group initially selected and by the forty percent who did not respond to the questionnaire. Tyler (Leona E. Tyler, The Work of the Counselor, (2nd Ed.) New York: Appleton-Century-Crofts, 1961) summarizes other similar studies which indicate comparable results. There is a general conclusion from various studies that "negative prediction from test scores can be made with more certainty than can positive prediction."

The Project Talent study (John C. Flanagan, et al., Design for a Study of American Youth, New York: Houghton Mifflin, 1962) of a 5 percent sample of American Secondary schools in 1960 promises to relate test score and school counseling program statistics to the occupational history of 440,000 individuals on follow-up questionnaires 1, 5, 10, and 20 years after graduation. In order to secure national norms for one complete age group, 16 year olds not in high school were also sampled. This study will be unique in its scope and should provide insightful tabulations.

Some investigations have focused more directly on the effect of using tests in the counseling process. Typical of these is a British study by Hunt and Smith (Patricia E. Hunt and P. Smith, Vocational Psychology and Choice of Employment, Occupational Psychology, 1945, Vol. 34, pp. 55-68) of 1639 young people leaving school at 14 who were followed up two years later, and some of whom were again followed up four years later. Consistent results were obtained with all criteria. Those counseled made better job adjustments than those who were not. Those who were in jobs matching vocational test findings were more successful than those who were not.

Studies conducted since the 1950's have concentrated more heavily on the effect of different aspects of the counseling process upon self-knowledge. Goldman (L. Goldman, Using Tests in Counseling, New York: Appleton-Century-Crofts, 1961) Tyler (Leona E. Tyler, The Work of the Counselor, (2nd Ed.) New York: Appleton-Century-Crofts, 1961) and others have attempted to summarize this literature. A common procedure in many studies has been to compare test scores in abilities or interests with self-ratings obtained before and after counseling, often with various control groups. Methodological difficulties have contributed to inconsistent and inconclusive results.

One of the most extensive and carefully controlled investigations of counseling effectiveness was the Wisconsin study done by Rothney (John W. M. Rothney, Guidance Practices and Results, New York: Harper & Bros., 1958). This study attempted to assess the effectiveness of a long-term counseling program. Counseled through high school, the experimental and control groups, representing 870 sophomores in four Wisconsin high schools, were followed up six months, two and one-half years, and five years after graduation. The results were consistently favorable to counseling although the differences between counseled and control groups were not large. The counselees received slightly better grades in school, were more realistic about their weaknesses, were less dissatisfied with their high school experiences, were more consistent about their vocational choices, made better progress in their chosen employment, and were more likely to continue their education to high school graduation and beyond.

A Demonstration Guidance Project in New York City reported by Wrightstone (J. W. Wrightstone, Demonstration Guidance Project in New York City, Harvard Educational Review, 1960, Vol. 30, pp. 237-251) and associates aimed at identifying promising students in a culturally deprived neighborhood and to stimulate them to reach higher educational and vocational goals. This project began with about 700 pupils in a junior high school and followed them for six years. The procedure involved an intensive counseling program with both individual and group guidance, counseling and social work with parents, remedial instruction programs, cultural enrichment programs, clinical and financial assistance in some cases. The results were impressive for the program but so many variables were involved that it is impossible to draw conclusions about causal relations. Of particular interest was a marked improvement in IQ test scores and a halving of the high school drop-out rate. The investigators feel that the students' intimate relationship with their guidance counselor seemed to be a major factor in their improvement.

A thoughtful collection of papers analyzing the underlying philosophy of counseling was assembled by Carle, Kehas, and Mosher (R. F. Carle, C. D. Kehas and R. L. Mosher (Eds.) "Guidance--An Examination," Harvard Educational Review, 1962, Vol. 32, No. 4). The diversity of opinions held regarding the goals of counseling further complicate the issue. The counseling profession has difficult methodological problems presented by both process and outcome research. So far, the effectiveness of counseling for personal adjustment has not been rigorously demonstrated.

APPENDIX V

Occupational Information Services of the Bureau of Labor Statistics

Presented by Sol Swerdloff *
before the
Conference on Communication in Guidance
University of Pittsburgh, March 11, 1966

The Occupational Outlook Service of the Bureau of Labor Statistics will be 25 years old this year. In this program research is conducted and information is prepared on future occupational and industry manpower requirements and resources. Information is published on expected employment opportunities for the use of counselors, educators, and others helping young people in choosing a field of work. The program also provides manpower information for training authorities and policy makers for use in developing programs of education and training.

The occupational outlook program originally stemmed from a report of the President's Advisory Committee on Education, which, in 1938 recommended the creation of an occupational outlook service in the Bureau of Labor Statistics. The needs for and the objectives of the service, as stated in the Committee's report stated, that:

> ". . . .An occupational outlook service is needed that will provide a clear description of each of the major occupations or groups of minor occupations, the kind of a life each occupation offers, the character of the preparation essential to enter it, the numbers employed and the trend of employment, the number of new employees taken on each year of college or secondary school preparation who have

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*Chief, Division of Manpower and Occupational Outlook, Bureau of Labor Statistics, U.S. Department of Labor

> the intention of entering the occupation if possible. Such information presented in its historical, geographical, and technological setting would go far toward providing individuals with a broad objective and factual basis for making the choice of an occupation and deciding upon the kind of training to pursue.. . ."

The recommendation was implemented in 1941, when the occupational outlook service was organized under a specific authorization by the Congress. Although the first, preliminary studies were begun in 1941, it was not until after World War II that the occupational outlook staff was able to devote its efforts to the prepartion of occupational reports for use in guidance, and in mid-1946, a manual of occupational outlook information was prepared for use in the Veterans Administration counseling and rehabilitation program.

The first edition of the Occupational Outlook Handbook was published in 1949. The favorable public response to the Handbook was a major factor in the Bureau's decision to issue, with the backing of the VA, a revised and enlarged edition, which was released in 1951.

Following the conclusion of the Korean hostilities, there was a sharp increase in public recognition of the key role of vocational guidance and the need for occupational information. This resulted in the Congress in 1955 providing for the maintenance of the Occupational Outlook Handbook and its related publications on a regular, continuing, up-to-date basis.

The occupational outlook program provides four separate services which assist in vocational counseling of young people--the Occupational Outlook Handbook, the Occupational Outlook Quarterly, the occupational outlook report series, and miscellaneous reports, bulletins, pamphlets, wall charts, and flyers.

The Occupational Outlook Handbook is a basic biennial reference source which provides comprehensive information on nearly 700 occupations and 30 major industries, and covering the entire spectrum of blue- and white-collar and service jobs. Information provided in the Handbook covers: nature of work; places of employment; education and training requirements; employment outlook for the next decade or so, including in most cases, estimates of annual requirements for both growth and replacement needs; and earnings and working conditions. The most recent Handbook--the 1963-64 edition--sold 57,000 copies. The 1966-67 edition was released on February 20, 1966.

The second element of the coordinated program of the Occupational Outlook Service is the Occupational Outlook Quarterly. Originated in 1957 as the companion piece to the Handbook, it is issued 4 times a year to provide counselors and others with the most current information on employment trends and outlook based primarily on the continuing research programs of the Bureau of Labor Statistics. With eight issues between the biennial editions of the Handbook, it has become a vehicle for keeping readers abreast of occupational information of all kinds.

This magazine provides to the reader (1) related developments affecting outlook in occupations and industries; (2) timely and informative articles based on continuing studies of individual occupations; (3) valuable contributions from outside authorities on automation, manpower, economics, education, guidance, etc,; and (4) information on new government publications of interest to professionals concerned with manpower and youth.

The third element of the program is the Occupational Outlook Report Series, the series of inexpensive reprints of individual statements from the Occupational Outlook Handbook. Selling at from 5¢ to 20¢ each, about 900,000 reprints of individual statements from the 1963-64 edition of the Handbook were sold.

In addition to the Handbook, Quarterly, and Reprint Series, the occupational outlook service also publishes many other items of use to guidance counselors and others interested in manpower. One such recent publication, Counselor's Guide to Occupational and Other Manpower Information--An Annotated Bibliography of Selected Government Publications, is designed primarily to inform counselors of the many types of information that are published by government agencies. It is a selected bibliography, and representative materials are included from many Federal agencies and State agencies known to publish career-related information. The GPO sold out the first 5,000 copies of the Guide within a few months and went back to press for another 5,000.

Still other materials published by the occupational outlook service include a series of motivational pamphlets on career opportunities in general fields of work. These include Social Science and Your Career, Science and Your Career, Mathematics and Your Career, and Foreign Language and Your Career. Another similar pamphlet was recently prepared for the non-college graduate, entitled Your Job as a Mechanic or Repairman. Other publications which result from the occupational outlook program each year are the Secretary of Labor's Open Letter to College Graduates, and Employment Outlook for Graduates of 2-Year College Programs, which provide occupational information on employment opportunities for graduates in particular educational fields.

In addition to the overall industry and occupational projections, a series of special studies have been developed that provide information, narrower in scope and greater in depth, on the changing industrial structure and occupational composition of the American economy. Other special and more technical studies have been developed to report on the job opportunities for specific occupations or groups of workers which include some consideration of the current and future demand-supply relationships. Other studies discuss only employment trends and projections, especially in those occupational groups where the supply of workers is difficult to estimate. Among these are such bulletins as

Scientists, Engineers, and Technicians in the 1960's--Requirements and Supply, Manpower Needs in Teaching, Employment and Changing Occupational Patterns in the Railroad Industry, Changing Manpower Requirements in Banking, etc. Right now in the process of being printed are two reports which may be of interest to you. One is Employment Opportunities for Skilled Workers and the other is Technician Manpower: Requirements, Resources, and Training Needs.

As a result of its more than two decades of industry and occupational research, the occupational outlook service has underlying its vocational guidance publications a tremendous amount of research and a large number of technically-oriented bulletins and articles not aimed specifically at the guidance counselor, but providing information to policy makers, educators, manpower experts, personnel departments, and others interested in the more technical aspects of manpower. As part of an overall model of employment for the economy underlying the occupational outlook materials, employment projections have been developed for the major industry and occupational groups, and for detailed industries and occupations. One example of this type of work is the report, "America's Industrial and Occupational Manpower Requirements, 1964-75," prepared by the BLS at the request of the National Commission on Technology, Automation, and Economic Progress.

The Occupational Outlook Service has a mailing list which an individual or an organization can get on at its request. Persons on the mailing list are notified of new publications and receive free material as they are available. This mailing list is kept up to date by a regular circularization and names of persons who do not want to be kept on the list are dropped.

APPENDIX VI

CONFERENCE ON OCCUPATIONAL INFORMATION AND VOCATIONAL GUIDANCE
March 11-13, 1966
Center for Media Study, University of Pittsburgh

WHAT IS BEING DONE TO MAKE OCCUPATIONAL INFORMATION AVAILABLE THROUGH STATE EMPLOYMENT SERVICE OFFICES

Carl A. Heinz*

In the statement of the problem relative to "A Multi-media Approach to Communicating Occupational Information to Non-college Bound Youth" one sentence was noted, "To arrive at appropriate choices, young people need valid information about jobs, job functions, job opportunities and changing job requirements and how to relate this information to their own interests, abilities and level of educational attainment." This sentence describes the operating informational needs of the public Employment Service system as well as the types of materials which are developed to meet these needs.

The public Employment Service system has made and is continuing to make major contributions to the development and dissemination of needed occupational information. Basic day to day operations of the local employment service offices are the source of much occupational data. With the quickening tempo of national manpower programs the need for adequate occupational information increases.

Job (Functions) Descriptive Information

One of the major operating tools developed by the U. S. Employment Service for use in carrying out the responsibilities of the public Employment Service is the Dictionary of Occupational Titles. It provides standardized job titles with descriptions of duties and requirements for jobs in all segments of the American economy. The D.O.T. groups jobs (1) according to similar skills, knowledges, and abilities, and (2) according to the similarity of work traits (general educational development, training time, aptitudes, temperaments, physical demands, and working conditions) required by the worker, and (3) according to the industry with which the occupation is usually affiliated. To assist in training in the use of the D.O.T. a "Training Manual for the Dictionary of Occupational Titles" which is programmed self instruction material is available. This should be of assistance to those who need to know the Dictionary well enough to impart occupational information to students.

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In addition to serving the needs of employment service placements and counseling operations the Dictionary is used as a basis for identifying jobs in other occupational information publications, both within and outside the Employment Service. It also serves as a means for identifying specific occupations in the process of gathering job opportunities information.

To provide more detailed and current job information a variety of other publications of job descriptions are made available. One of the more recent of these is Occupations in Electronic Computing Systems which was released in July 1965. Two similar documents currently in preparation are Occupations in the Field of Library Science and Occupations in the Care and Rehabilitation of the Mentally Retarded.

This type of information is gathered and processed primarily through the assistance of eight State operated field centers located in California, Michigan, Missouri, North Carolina, New Jersey, Washington and Wisconsin and the District of Columbia. All State Employment Service agencies have trained occupational analysts who develop job information to meet operating needs. These activities also contribute to development of these national materials.

Job Opportunities Information

To relate worker potentials to specific training and job opportunities, the public Employment Service has been expanding efforts to define current and forecast future manpower needs by occupation, labor area, and industry through Area Skill Surveys, Training Needs Surveys, Occupational Guides, and Industry Manpower Surveys--currently being recast to take on the characteristics of industry skill studies.

Area Skill Surveys are designed to provide comprehensive local information on current employment and future manpower requirements in selected occupations, statewide, or for major geographical areas, for periods up to 5 years, and to ascertain training needs to fulfill these requirements.

Experience with this program has made it possible to develop refinements, with variations in approach which may improve the quality of the occupational forecasts and reduce the costs of such studies. These changes are incorporated in the *Handbook on Job Market Research Methods*, *Area Skill Survey*.

To date, 45 States have participated in making area skill surveys. Almost 140 area skill surveys are currently available and 44 are in process or planned. These surveys have stimulated apprenticeship programs and guided the formulation of school training curricula.

The Training Needs Survey, an abbreviated Area Skill Survey, has been utilized successfully where speed is essential in identifying occupations providing a "reasonable expectation of employment" for training under MDTA and ARA. The kinds of occupational information developed vary from survey to survey, but most include 2-year forecasts of labor supply and demand pertaining to a specific occupation or to small groups of related occupations. Some 3,000 Training Needs Surveys have been completed since 1961.

Clues to job opportunities lending themselves to both long- and short-term skill training are also available from the regular flow of Employment Service activities in the local offices. More comprehensive information can be developed by examining data on unfilled job openings at the public employment offices, particularly those unfilled for 30 days or more, on job orders canceled, and on locally hard-to-fill openings placed in inter-area recruitment.

Results of the special survey of Employment Service job openings, published in February 1965, revealed that a significant number of the jobs unfilled for 15 days or more were of the kind that could be filled by workers with limited education and skill. Some 3 percent of these unfilled jobs were in unskilled occupations; 12 percent in semiskilled; and 15 percent in service occupations. Results of a similar survey made in December 1965 will soon be available.

Plans are now being made for the establishment of regular quarterly reporting of detailed information on nonagricultural job openings listed with the local public employment offices and unfilled for a month or longer. This detail will indicate whether the jobs are unfilled because of limited applicant supply, and other factors such as unreasonably high employer specifications, poor wages, or other unfavorable working conditions. Consequently, these data would provide valuable indicators of demand for skill training and placement.

There is substantive evidence that job openings listed with the local offices offer a representative measure of the occupational characteristics of job openings in the community as a whole. For example, analysis of the returns from the initial reporting areas in the two rounds of experimental Job Vacancy Surveys conducted by the Department of Labor in fiscal year 1965 showed jobs available in the local economy were generally of the same types as those for which the local Employment Service offices held unfilled job orders. On the basis of these experimental data, it appears that some 30 percent of all local job vacancies are received by the Employment Service and that there is a relatively close correspondence in the occupational needs reflected in unfilled job openings held by the Employment Service and total job vacancies.

Data from employers on all job vacancies and on job vacancies open 30 days or more and on wages will be made available in the second calendar quarter of 1966, through the job vacancy survey program which is currently continuing on an experimental basis in 16 areas. The job vacancy data, considered in relation to ES unfilled openings and job applicants, have been extremely useful in identifying local shortage occupations.

Occupational Guides and Related Publications

Occupational Guides prepared by State employment security agencies provide a concise summary of the job duties and employment prospects for a single occupation or group of occupations in a particular area. These guides, of which over 1,500 have been prepared by 30 State agencies, contain information on the characteristics of the occupations, such as the nature of the job, training time required, method of entry and promotional opportunities, and such economic aspects as current and anticipated employment opportunities and wages.

Guide to Local Occupational Information, periodically updated by the U. S. Employment Service, lists the Area Skill Surveys, and Occupational Guides, cross-indexed by occupation and by area, which are published by the several State agencies. Job Opportunities Information, a 4-page flyer, lists Occupational Guides, Area Skill Surveys, and published Training Needs Surveys--completed, in progress, or in the planning stage.

The Job Guide for Young Workers, a biennial publication of the U. S. Employment Service, provides concrete information on over 100 kinds of job opportunities open to inexperienced labor force entrants, and an orientation to the process of jobseeking and to the changing structure of our economy.

A new edition of The Job Guide for Young Workers is now in preparation. It will include expanded information on job opportunities, both at the bottom of the skill ladder and at higher skill levels. Thus, the new edition will describe more of the kinds of jobs most likely to be within the grasp of young disadvantaged workers. At the same time, it will take account of the fact that technological change and other shifts in the economy have increased the demand for job market entrants with specialized skills for which some post-high school training is required. Consideration is also being given to combining this with the Career Guide for Demand Occupations. The second edition of this booklet published early in 1965 contains information on 91 selected jobs, and is a ready reference for counselors furnishing information about occupations requiring pre-employment training that are of current interest because of present and anticipated demands for workers. It also serves, in part, as a basis for measuring the adequacy of community training facilities in schools and on the job, and for promoting the development of such facilities where necessary. As many as 50,000 copies of these booklets were distributed to the schools in the past.

A new edition of Health Careers Guidebook, which was prepared in cooperation with the National Health Council was released in December 1965. It contains information on education and training requirements for more than 200 occupations in the health field. It also gives pertinent information, prepared with the assistance of the Bureau of Labor Statistics, on earnings and employment prospects of these occupations. This publication is written and designed for use by high school students and wide publicity is being given to the book for this purpose.

Measures of Individual Abilities and Interests

Another major operating tool developed by the U. S. Employment Service is the General Aptitude Test Battery (GATB) which is used in counseling to assist the counselee in relating his potential abilities to suitable fields of work and occupations. It is also used in placement to select individuals with the proper combination of abilities suitable for referral to learning or training situations. The aptitude factors included in the worker traits arrangements of the Dictionary are estimates of the same (with two exceptions, eye-hand coordination and color discrimination) aptitude factors included in the GATB. In addition to the GATB the employment service has developed other measuring devices such as performance tests for typing and dictation as well as an interest inventory. While these materials are not specifically germane to the topic of communicating occupational information they should be kept in mind in terms of providing information to students and parents about the use of such devices. Students should be sufficiently informed to be aware of the value of the use of these tools as an assistance in choosing a field of employment or study.

Dissemination of Occupational Information by the Public Employment Service

Employment Service occupational materials are designed and prepared primarily for operational use. It is through these operations that the information is most widely disseminated. Each year about 11,000,000 applications are taken and over 2,000,000 people are given counseling. Approximately a third of these counseled are administered the GATB. To improve services to young people 200 Youth Opportunity Centers are being established in 140 metropolitan areas. So far 140 have been approved and 122 are operating in 91 cities. These centers will aid all youth, 16 to 21 inclusive, particularly the disadvantaged who often need special help to prepare for and find jobs. In these activities a wide variety of occupational information is supplied to individuals to assist them in making occupational choices.

The public Employment Service, over the years, has developed extensive relationships with the secondary school system. Through these relationships, testing and counseling services are provided to non-college bound seniors who expect to enter the labor market after graduation. The senior classes in nearly 50 percent of the nations high schools are screened for this purpose. A little better than half of these graduating seniors, nearly 350,000 are registered and given placement assistance by the public Employment Service. Currently every effort is being made to have counselors and others in the school system to take over the testing and counseling of these individuals so that the primary emphasis by the Employment Service will eventually be to assist in helping them find employment after graduation. In the process of carrying out these activities, Employment Service occupational and test information is imparted to these seniors and provided to teachers and officials in the school systems.

The Vocational Education Act of 1963 requires the State employment services and the State vocational education systems to develop agreements for mutual cooperation. These agreements provide, among other things, that the occupational information materials developed in the public employment system be made available to the State vocational education systems, and that special surveys may be undertaken where available information does not meet the needs of the education agencies. A major employment service tool to serve this purpose is the Area Skill Survey technique, which, although not designed specifically for this purpose, does provide some comprehensive occupational data and long range forecasts necessary for the development of educational programs and curricula in the vocational education system. The Employment Service and vocational education agencies in many States are currently establishing working relationships aimed at developing programs to provide such additional job market information as is necessary for vocational education planning.

Although the primary means of disseminating occupational information by the public Employment Service is through operating activities a vast amount of this information is made available through the free distribution of publications or through sales from the Government Printing Office. The job guides, skill surveys, and other job opportunity information developed by the several State Employment Service agencies are frequently given freely to schools and other organizations. Publications of the U. S. Employment

Service are usually placed on sale at the Government Printing Office to make them available.

Some of these publications received wide distribution through public sale. For example, over 10,000 copies of the third edition of the Dictionary of Occupational Titles were sold in the first five weeks. It is expected that the total printing of the D.O.T. for public sale (23,000 copies) will soon be exhausted.

The Employment Service Review is another means of disseminating employment service occupational information. This is a monthly journal of Federal-State employment service programs in operation. It includes many articles on what the employment service is doing to develop and make available a wide variety of occupational information materials. Many of these acticles are concerned with automation and other technological changes and the effect they are having on jobs. Examples of a few articles are: Occupational Information and Changing Jobs; Typesetter: A New Job With an Old Name; and Exploring Occupations in Counseling. An article scheduled for the April issue "Maryland's Newsletter to Educators" might be of special interest as it may point to a new trend in State Employment Service agencies. It tells of a Monthly Newsletter which is mailed to various individuals and organizations concerned with education throughout the State. The contents provides information and news about occupational demands and skill shortages and jobs affording new opportunities particularly for non-college bound youth. In addition it provides information about new services such as the Apprentice Information Centers and the Baltimore Youth Opportunity Center. Each month a specific entry-level job, in which there is current employment demand, is selected and described in an illustrated brochure which is attached to the Newsletter. The schools, among other uses, are posting these brochures on bulletin boards for students to read.

Summary and Conclusions

Emphasis has been placed in this discussion on the types of information used and made available through the Employment Service. No attempt has been made to mention all the specific publications and materials. In addition to the lists of materials made available through State Employment Service agencies a booklet "Bureau of Employment Security Publications" is available which includes a list of all National Employment Service materials.

Although a large amount of occupational information is produced and distributed through the Public Employment Service much remains to be done to broaden the scope and to keep the information fresh to meet current needs. A few examples of needed new developments are: (1) the development of an automated method of maintaining the Dictionary of Occupational Titles reducing the time required for printing to make processed job information more quickly available and timely; (2) development of better tests of aptitudes and tests of levels of reading and arithmetic achievement suitable for use with the culturally and educationally deprived; and (3) modifications to improve Area Skill Survey Methodology including techniques for updating forecasts of labor requirements; (4) development of methods for adapting BLS national occupational forecasts for local use; and (5) development of improved techniques for measuring supply-demand relationships in lesser-skilled occupations.

Some Employment Service occupational materials like the Job Guide for Young Workers and the Health Careers Guidebook are directed specifically to young people of high school age but most of these materials are primarily for the use of counselors and placement officers in the performance of their duties. We believe that much of this latter information could be made meaningful to students and their parents. It is therefore hoped that such studies as are being made here in the Center for Media Studies and by other universities and researchers will produce methods for more widespread dissemination of information about occupations and vocational opportunities to young students. We expect that these findings will assist the Employment Service in preparing future occupational materials to make them more useful to students and others.

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